

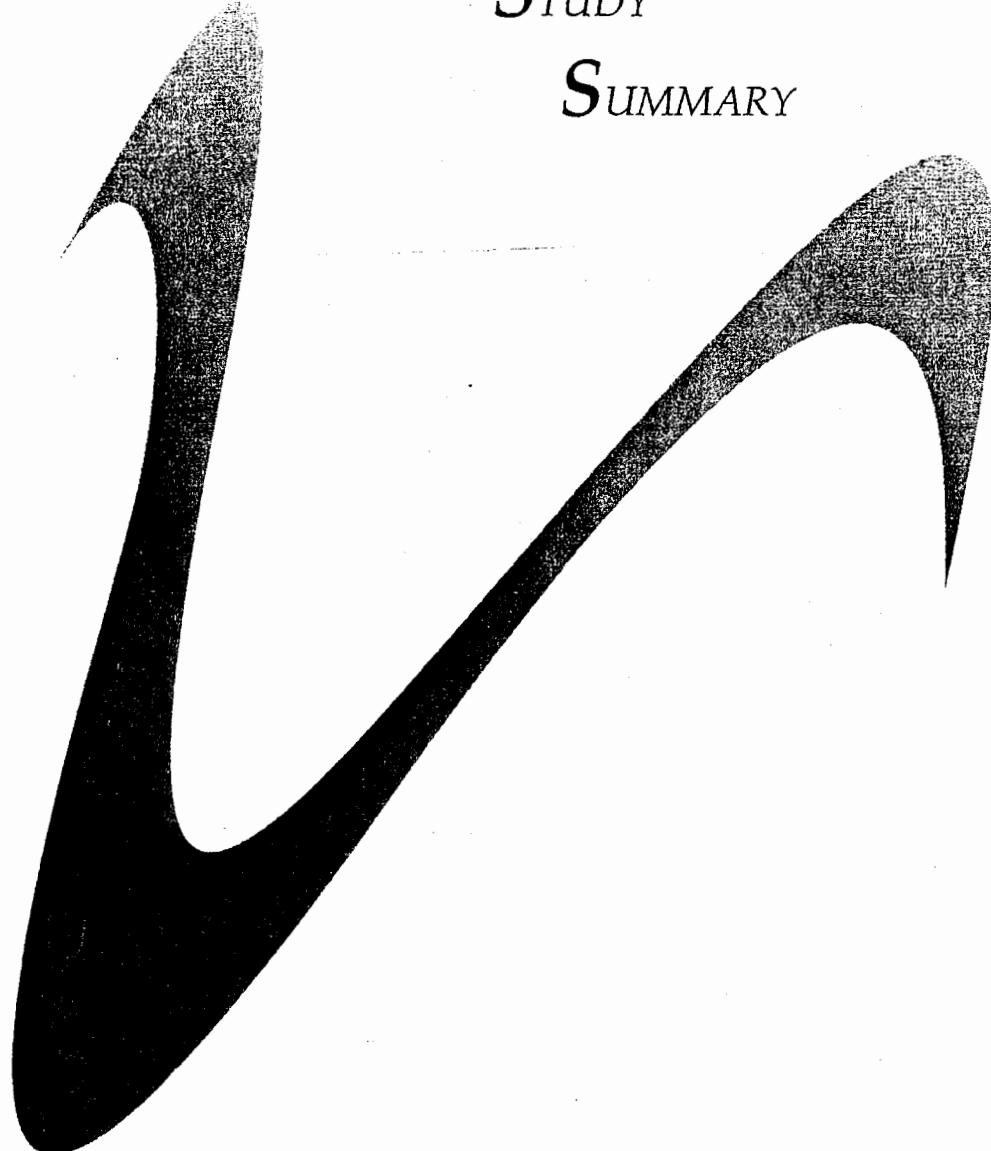
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**G**LASS  
**C**EILING  
**S**TUDY  
**S**UMMARY



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# **Glass Ceiling Study**

## *Summary*

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## Background

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In March 1991 the Director of Central Intelligence approved a recommendation by SIS women that the CIA conduct a study to determine if career advancement barriers exist for Agency professional employees, particularly women and minorities. Such artificial barriers based on attitudinal or organizational bias that prevent minorities and women from advancing into middle- and upper-level positions are commonly called a "glass ceiling."

The CIA contracted with Professional Resources, Inc. and Hubbard and Revo-Cohen, Inc. to conduct the study. The Office of Personnel and the Office of Information Resources provided quantitative analyses of Agency demographic data. The Office of Medical Services provided technical advice and support throughout the study, and the Office of Equal Employment Opportunity managed the project under the guidance of the Deputy Director for Planning and Coordination.

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## Methodology

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**Quantitative Data**

Agency researchers used statistical techniques to analyze Agency demographics and thereby supplied the *quantitative* data used in this study including information on white, black, Hispanic, Asian Pacific American, and Native American employees in grades GS-07 to SIS. They also examined the top power levels to determine whether individuals at these levels have common characteristics that lead to success.

**Qualitative Data**

The contractors collected perceptual (*qualitative* data) from samples of employees from the gender and racial/ethnic groups studied. A survey questionnaire was sent to a stratified sample of professional Headquarters employees ranging from GS-07 to SIS—1,818 surveys were sent and 927 returned. The contractors also gathered perceptions and opinions from 432 employees through the *focus group* method. And they conducted *in-depth interviews* with  SIS officers and the top 11 Agency executives.

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## General Conclusion: Is There a Glass Ceiling?

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Demographic data show that glass ceilings do in fact exist for the gender and racial/ethnic groups studied. As a point of comparison, men peak at GS-13, but remain fairly constant through GS-15, before dropping at SIS-1.

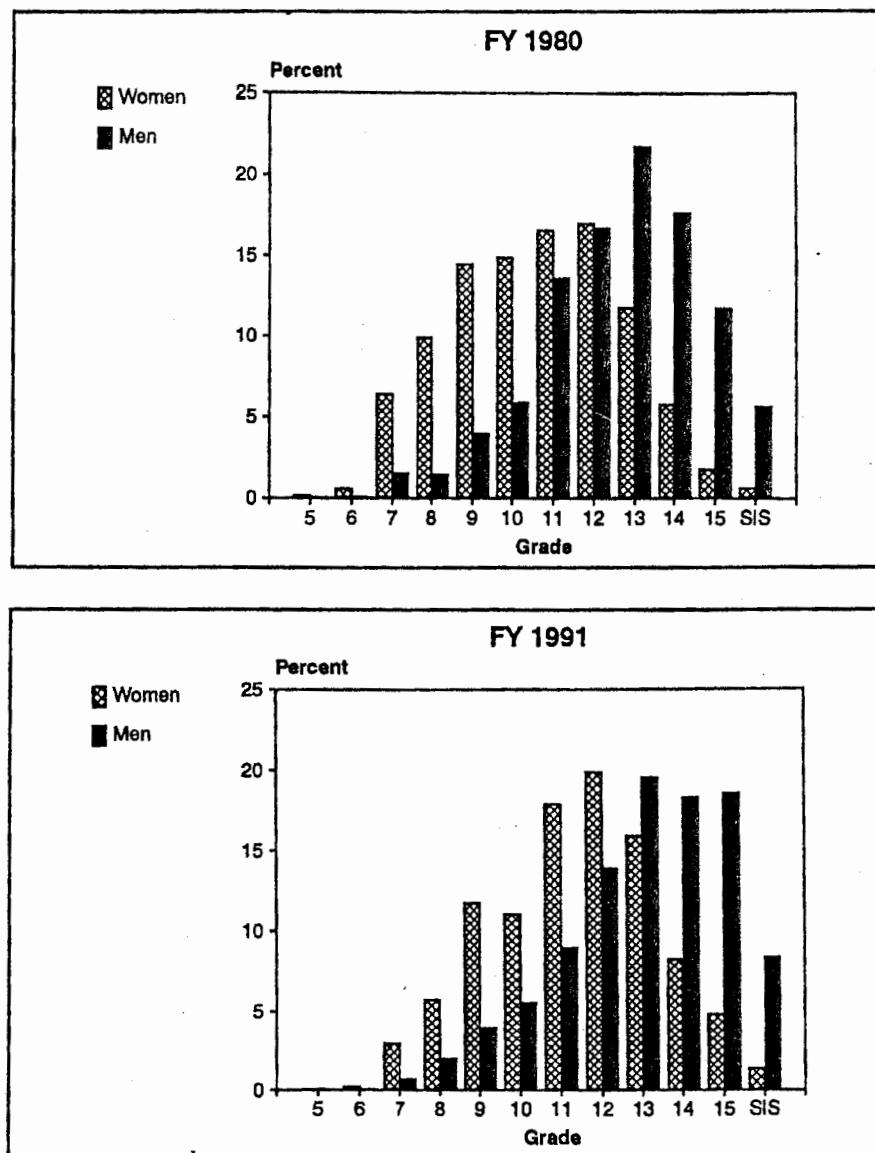
- Women are concentrated in lower grades than men (figure 1, page 6). The distribution of women peaks at GS-12 and then drops, slowly to GS-13 and rapidly after that.
- Blacks, Asian Pacific Americans, Hispanics, and Native Americans are concentrated in lower grade levels than whites (figure 2, page 7). Whites—men and women combined—peak at GS-13, while other racial/ethnic groups peak at GS-12. The concentration of blacks, however, remains fairly constant from GS-9 to GS-12, while the concentration of Asian Pacific Americans remains high through GS-13 before dropping off.

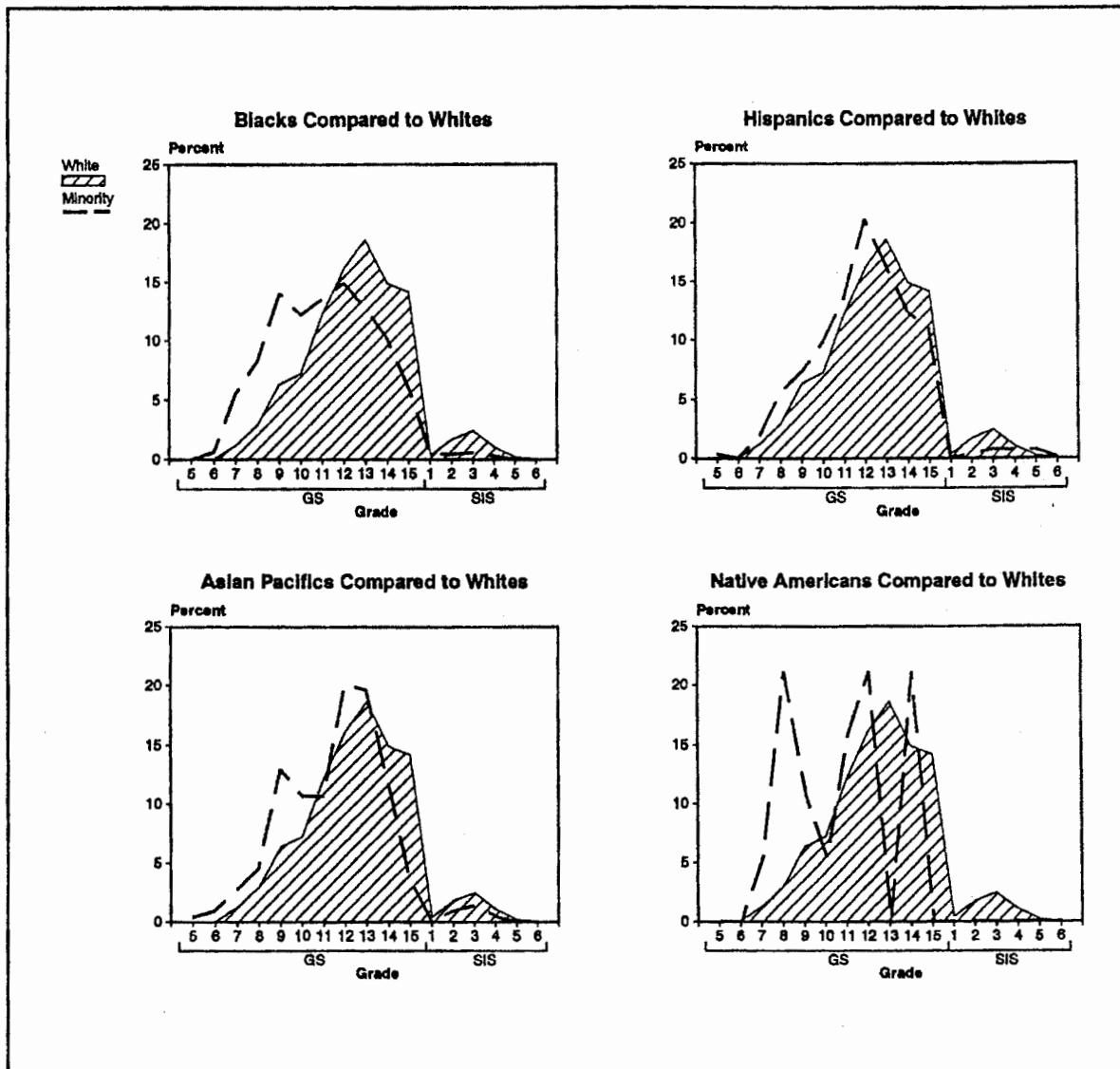
An examination of other factors gives further evidence of glass ceilings. Although women constitute nearly 40 percent of the professional work force, they hold only 10 percent of the SIS positions. Similarly, minorities constitute about 10 percent of the professional work force but only 4 percent of the SIS positions. In addition, women hold only slightly more than 6 percent of both the Office Director and Deputy Office Director positions, and minorities constitute roughly 6 percent of the Office Director positions and less than 3 percent of the Deputy Office Director positions.

Data for 1990 show that, for new hires with a bachelor's degree, men and women of age 21 or 22 start at the same grade. As they get older, however, men start at a higher grade than women, and this difference widens as the age of the new entrant increases. Analysis of grade assigned at EOD in FY 1990 did not show statistically significant differences by race, although whites were assigned higher grades in 1980. Furthermore, statistical analysis that accounts for starting grade indicates that promotion rates during the period 1985-90 were higher for men than for women and for whites in comparison with nonwhites.

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**Figure 1. Grade Distribution of Professionals by Gender—  
FY 1980 and FY 1991**



**Figure 2. Grade Distribution of Professionals by Race/Ethnic Group—FY 1991**

## Findings

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### Model for Success

The contractors for this report concluded from their findings that the Agency has a "model for success," defined by its own employees, against which its professional employees are measured. White men in the upper levels are perceived to fit this model for success most closely, and women and minorities who rise to these levels are perceived to demonstrate some of the same characteristics as their successful white male peers.

The top 11 officials believe that natural leaders will "bubble to the top" through their own performance, instinct, intuition, and savvy and that they will move up by taking risks, avoiding specialization, being mobile, doing an outstanding job, and establishing themselves in line positions.

In contrast, other SIS officers stressed the importance of skills that were concretely job-oriented, such as technical and interpersonal skills and speaking and writing ability. Both minority and female SIS respondents mentioned the need for networking. Female SIS respondents also felt that working long hours and getting support from their managers were very important, while minorities additionally emphasized team-building and knowledge of "the system." In particular, Asian Pacific Americans noted the importance of treating employees well.

GS-07 through GS-15 employees believe that to be successful they must receive well-written performance appraisal reports, must have a personal recommendation, and must be able to "play the game" in addition to being aggressive, putting their career first, not being afraid of making mistakes, having good communication skills, and displaying self-confidence.

### General Barriers

In an era of downsizing, Agency employees face increased competition for a limited number of higher-graded positions; thus, lack of **headroom** serves as a barrier to career success. Survey results indicate that the amount of headroom is an area of dissatisfaction. About half of most groups were dissatisfied with the headroom in their current jobs; a third of the Asian Pacific American and Hispanic men were dissatisfied.

**The subjectivity of the decisionmaking process for advancement and promotion** was identified as a barrier by employees across gender and racial/ethnic groups. This was supported by data from the survey indicating that many of the selection and advancement factors are subjective, and there is a lack of explicit and objective criteria to evaluate, reward, and advance employees. Successful employees, especially SIS officers, are more likely than others to believe subjectivity is a benefit.

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A final general barrier was the perception that individuals see themselves as either an "insider" or an "outsider." The perception begins during the initial interview and hiring phase and continues throughout their careers, and this phenomenon pervades the Agency. Several frequently mentioned examples are: individuals being either from the "right" schools or the "wrong" schools, having the title "case officer" rather than "reports officer," and being an analyst versus having some other position. Overall, employees perceive that insiders are more likely than outsiders to "make it."

Although it is important to acknowledge these general barriers because they affect the career potential of professional employees, the specific focus of this study was to identify barriers that present *unique* problems for women and minorities.

#### **Systemic Barriers to Success**

The contractors identified five systemic glass ceiling barriers that prevent employees—particularly women and minorities—from achieving the model for success: less prestigious or less visible assignments, lack of feedback and communication, stereotyping, adverse work environment, and lack of work and family policies. These barriers reflect findings in focus group discussions, interviews, and the survey; the findings are supported, wherever possible, by the quantitative data from Agency personnel databases. The barriers are consistent across Directorates. The contractors believe that these barriers keep women and minorities from competing on an equal level with white men for advancement to senior levels at the Agency.

**Assignments.** Throughout the Agency there is a strong perception that the "right" assignments—line management positions or high-visibility, overseas, or rotational assignments—potentially make or break a career. White males traditionally have been given the career-making assignments in the Agency.

The top 11 Agency executives noted that assignment to line management was the critical turning point in a typical career. Repeated assignments to staff jobs were described as "death on wheels" for women and minorities. It was also mentioned by the top 11 that women and minorities were not given opportunities for key line assignments early in their careers that would position them for good assignments later in their careers. They indicated that one possible reason for this is that women and minorities may suffer from "risk aversion"—a reluctance to try new and different tasks or jobs. It may be, however, that the organization is also suffering from risk aversion—that is, managers might be reluctant to promote women or minorities for fear that the person might fail or not do as well in the new endeavor.

When asked to identify their first important assignment, SIS employees indicated that these included both high visibility and responsibility.

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White women in the SIS talked about their important assignments as "stretch" assignments, which had enabled them to establish a professional reputation and led to subsequent important assignments. SIS employees also talked about the importance of being picked for a high visibility/high responsibility job. When asked what advice they would give to a younger manager about succeeding at the Agency, all SIS employees agreed that substantive expertise, interpersonal skills, and developing networks are critical to getting key assignments.

Focus groups were asked if certain assignments were critical to career success. Out of all 53 focus groups, 35 percent cited line management as a critical assignment; 20 percent, high visibility assignments; 16 percent, overseas assignments; 16 percent, "hot" assignments; 16 percent, special assignments; and 15 percent, rotational assignments. Focus group and interview data also indicated that women might not be selected for certain assignments because of the perception that family responsibilities could interfere with their commitment to full-time work. This perception appeared to be true for women whether or not they were married or had children.

White females stressed the belief that men generally get better assignments than women and agreed with Hispanic and Asian Pacific American respondents that assignments for ethnic minorities are typically limited to specific geographic locations. The primary complaint among Hispanic respondents was that "Hispanics always get assigned to Latin America," and Asian Pacific Americans noted that they typically were given Asian-related assignments such as translation. Black males felt that they were held to a different standard in the assignment process and that criteria for assignment differed according to race. In general, white women in the DO felt that they did not get the "good" assignments.

Employees feel that they have relatively little control over receiving assignments. Between a third and a half of all survey respondents felt that they had little or no control, and 89 percent of Native Americans felt this way. In addition, about a fourth of all groups in grades GS-07 through GS-15 never asked for an assignment, except Asian Pacific American men and Hispanic women, of whom almost half had never asked for an assignment.

Survey results also indicate that "good performance" was universally seen as the most important determinant for receiving assignments. In general, women were more likely than men to view other factors, such as "potential" and "a personal recommendation," as important. This was true particularly for GS-07 through GS-15 black women and women SIS officers.

Agency data indicate that, by the time women reach the power levels within the Agency, they have held on average more positions than men. In addition, women have held a different mix of assignments than men.

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For example, while 48 percent of the assignments received by DO men in the feeder group are "operations officer," only 24 percent of DO women in the feeder group have that title.

The same data analyzed by racial/ethnic group indicate that by the time blacks reach these levels within the Agency, they have held more assignments than all other groups except Native Americans, while Asian Pacific Americans have held significantly fewer assignments than whites in the "feeder group" power level.

Again, minorities hold different types of assignments than whites. Asian Pacific Americans receive more assignments that seem to draw on their language and/or culture—for example, while 17 percent of the assignments held by DI Asian Pacific Americans in the feeder group are "IO - Foreign Documents," only 0.6 percent of assignments held by DI whites in the feeder group are that title. Blacks seem to draw less advantageous positions: while 7 percent of assignments held by DS&T blacks in the feeder group are "Intel Analyst - GE," only 0.6 percent of assignments held by DS&T whites in the feeder group are that title.

***Lack of Feedback and Communication.*** Agency employees strongly believe that feedback and communication from one's supervisor are critical to good performance and achievement in that this feedback would help clarify the rules of getting ahead and give an opportunity to change behavior to enhance careers. While most employees feel that they do not receive enough performance feedback from their supervisors, women and minorities often then perceive their lack of advancement to be due to their race or gender in the absence of specific performance-related feedback.

The top 11 Agency officers, when asked to discuss the rules for advancement, reported that "feedback is essential to help make an employee competitive." SIS employees, when asked to describe the people who had taught them the most during their career and what these people had done, noted that these individuals had given them "timely and accurate feedback."

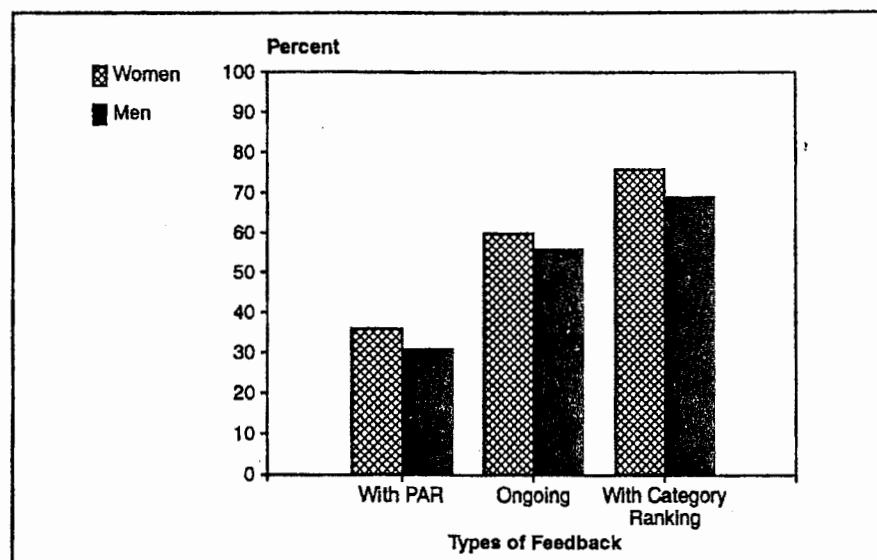
Some white male managers believe, however, that if they give negative feedback to a woman or minority, the recipient could file a complaint with the Office of Equal Employment Opportunity. In addition, female and minority SIS employees expressed the perception that white male managers are uncomfortable giving feedback to women and minority employees for fear that women will become emotional and minority employees will become confrontational. For white male managers, this discomfort might be used as a justification for giving more direct feedback to their white male employees and less direct feedback to others.

Employees in focus groups were asked whether they get sufficient feedback to improve their performance. SIS women tended to respond that

they did *not* get sufficient feedback, while SIS men tended to respond that they did. Of the focus groups conducted with employees at the GS-07 through GS-15 level, the majority (79 percent) said they did not get sufficient feedback.

Survey respondents in GS-07 through GS-15 also felt that there was not enough feedback given (figure 3). In particular, women were more likely than men to express dissatisfaction with the amount of feedback and management-employee communications. Women in each racial group were also more dissatisfied than men with career help from management.

**Figure 3. Feedback and Communication—Percentage of GS-07 Through GS-15 Survey Respondents Who Felt There Was Not Enough Feedback**



Blacks and Hispanic women were most likely to view their performance appraisal as inadequate and inaccurate. Almost half of these groups felt their Comparative Evaluation Category (category ranking or CAT) was not fair, as compared to about a third of whites, Hispanic men, and Asian Pacific American women and less than 10 percent of Asian Pacific American men and SIS officers.

**Stereotyping.** A number of stereotypes exist within the Agency concerning women and minorities that are limiting in terms of career advancement. These stereotypes present barriers in two ways: first, stereotypical assumptions can be manifested in nonselection for positions above a certain grade level or for certain jobs within a grade; second, employees may create barriers for themselves by assuming others will be prejudiced against them. For example, women and minorities might fail to take advantage of the support and mentoring of white men who would foster their full integration into Agency service.

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Stereotypes were perceived by various groups as existing at the Agency. During the interviews with the top 11 Agency officers, the following perceptions of gender and racial/ethnic groups surfaced: the long hours required for success are difficult for women; women have difficulty working constructively with others on a team; and women and minorities are often reluctant to take the risks necessary to advance.

Interviewed SIS officers voiced these perceptions: women have family responsibilities, and women are both too assertive and not assertive enough. Individuals in focus groups voiced the following perceptions about women: they are in support or clerical roles, they tend to start at lower grades, they have family responsibilities, and it is seen as demeaning when a man takes a job previously held by a woman. Focus group participants also perceived that the Agency is reluctant to take risks on women because they might get married and quit or get pregnant.

Individuals in focus groups voiced the stereotype that minorities have trouble with writing and oral skills and that minorities are not good at negotiating. It is perceived that successful blacks are considered to be the exception rather than the rule, and supervisors have low expectations for black employees. In addition, Hispanics get assigned to Latin America, and Asian Pacific Americans are placed in Asian-related jobs such as translation.

Concern was expressed by some SIS interviewees and focus group participants that standards will be lowered if women and minorities (who are perceived to be less qualified than their white male peers) are promoted. This concern was based on the assumption that standards will be compromised if women and minorities are allowed to perform in jobs that have been traditionally held by white males.

One piece of survey data that supports stereotyping at the Agency is the extremely high percentage of Hispanics and foreign-born Asian Pacific Americans who reported using foreign language skills (64 percent and 51 percent, as compared with 30 percent or fewer of the other groups, including US-born Asian Pacific Americans). These data support the stereotype that some Hispanics and Asian Pacific Americans may be perceived as being capable only of doing jobs using their language skills.

***Adverse Work Environment.*** A substantial number of women and minorities indicated that the working environment was uncomfortable and alienating. At a fundamental level, discomfort for women and minorities was caused by sexual/racial harassment in the immediate work environment, which creates feelings of inferiority and powerlessness in those who are harassed. The feeling of powerlessness is exacerbated by employees' fear of creating additional problems for themselves should they use the EEO system and file a complaint. The general perception is that those who complain about such behavior are most likely creating career advancement problems for themselves.

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An adverse work environment establishes a conflict between those who harass and those who are harassed. Those in the dominant culture sometimes offend those not in the dominant culture ("outsiders") with slurs or jokes, leaving outsiders with an uncomfortable feeling, knowing it is counterculture to confront or discuss the issue. Usually, outsiders either play along to be accepted or avoid the person(s) who made them uncomfortable—that is, they tolerate harassment or distasteful behavior in order to be accepted.

Agency data show that the number of formal and informal complaints reported for sexual or racial harassment is remarkably small, although the incidence of sexual or racial harassment reported in the interviews, focus groups, and survey was substantial. Over 78 percent of SIS interviewees said that sexual and racial harassment affected careers at the Agency. The interviewees noted that sexual harassment can be debilitating for employees, and that it can affect employees and their attitudes.

Virtually all focus groups reported the perception that racial and sexual harassment occur frequently at the Agency; women and minorities reported the most common type of harassment was the creation of a hostile work environment through insensitive or derogatory comments, jokes, signs, and posters. There is a strong perception in the Agency's culture that it is not acceptable to complain. If an employee does complain, there is a perception that no real help is available and that such complaints are harmful to one's career.

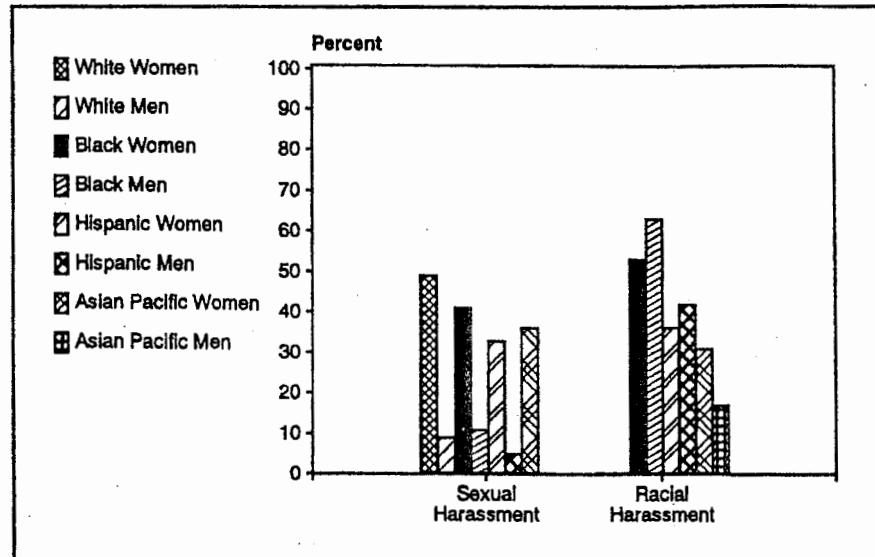
- **Sexual harassment** was defined in the glass ceiling assessment survey as "deliberate, unwelcome, and repeated unsolicited verbal comments, gestures, or physical contact of a sexual nature." Respondents were asked if they had ever been sexually harassed in the Agency and to select the unwelcome behavior(s) through a multiple-choice question.
- **Racial harassment** was defined as "pervasive behavior that creates a negative work environment or atmosphere on the basis of race, color, or national origin." Again respondents were asked to select applicable choice(s).

The survey data concerning harassment revealed that between one-third and one-half of the women in every racial group reported having experienced some sexual harassment (figure 4, page 16). The respondents reported that most of the sexual harassment took the form of remarks, with the next most common form being some sort of touching. The most common effect mentioned was making the person uncomfortable in her work environment.

Racial harassment was also felt to be prevalent, particularly by blacks (figure 4). Racial harassment almost exclusively took a verbal form (remarks and jokes). Of all racial/ethnic groups, blacks felt most affected in their careers by racial harassment. Respondents also reported being made to feel uncomfortable in their work environments.

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**Figure 4. Adverse Work Environment—Percentage of GS-07 Through GS-15 Survey Respondents Reporting Sexual and Racial Harassment**



**Lack of Work and Family Policies.** Women at all levels of the Agency tend to think their career advancement is made more difficult by competing demands for time from work and family.

The perception among the top 11 Agency officers is that family responsibilities will not permit women to put in the long hours needed for success. Female SIS employees did not report that family responsibilities had been a barrier to their advancement, but some added that they had spent time on their careers at the expense of their families.

Focus group participants perceived family responsibilities to be the primary barrier to women's advancement. In addition, some women noted that they do experience work-family conflicts because of family responsibilities.

The most telling result regarding family responsibilities at the Agency is that there is a much smaller percentage of women than men with children. For example, only 33 percent of Hispanic women had children, as compared with 58 percent of Hispanic men; and only 38 percent of white SIS women have children, while 89 percent of white SIS men do.

Women in every racial group were much more likely than men to report on the survey having been treated differently because of their responsibilities for children. For example, 41 percent of Asian Pacific American women with children reported that they had been treated differently because of having children, while only 7 percent of Asian Pacific American men with children reported being treated differently. In addition, women with children were more likely than men with children to report having made some career decision because of their responsibilities for

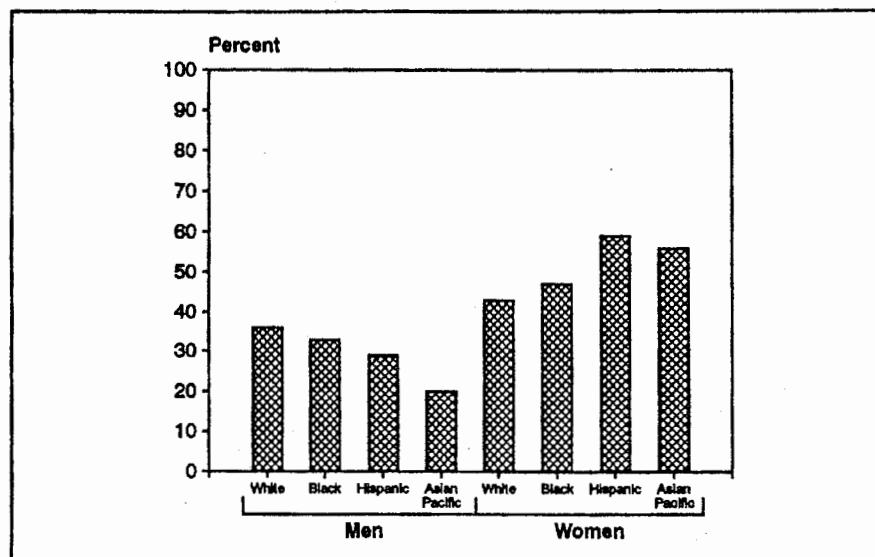
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children. The most common decisions made were those of turning down a temporary or PCS assignment and restricting the number of hours they were able to work.

More women than men in every group felt that family responsibilities hindered their career (figure 5). As high as 59 percent of Hispanic women felt that family responsibilities were a hindrance or a barrier to advancement.

It is important to note that there is no consistent policy or even value judgment across the Agency in regard to work/family issues. This frustrates employees who need clearer guidelines to function more effectively and leaves managers confused as to how to handle difficult situations related to work/family issues.

**Figure 5. Percentage of GS-07 Through GS-15 Survey Respondents Who Believe Family Responsibilities Hinder Career**



## Additional Survey Highlights

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The survey was designed to gather perceptions and opinions about careers from a sample of employees. The information was analyzed to determine whether different groups feel differently about their career progress at the Agency. The items discussed here were found to be of interest even though they were not used to support study findings. The points that follow come from respondents in grades GS-07 through GS-15 only.

### **Career Advancement and Job Satisfaction**

- Black males tended to think that they were hired at lower grade levels than appropriate.
- Many more white women than white men tended to believe that they were hired at lower levels than appropriate.
- Having a well-written PAR was more likely to be seen as particularly important for promotion by women than by men.
- Asian Pacific American males tended to see "playing the game" as less important for promotion than others.
- Having a mentor was not seen as critical for advancement by many respondents in any group (the largest proportion was 27 percent of Hispanic women).
- In general, women were more dissatisfied with the assistance they receive regarding careers than men in their respective racial/ethnic group. White males are as likely to express dissatisfaction as black and Hispanic males, while Asian Pacific American males were less likely.

### **Assignments**

- White males and Hispanic females were least likely to believe assignments are awarded on the basis of performance or potential.
- Asian Pacific Americans were more likely than any other group to believe that a personal recommendation is necessary to receive assignments.
- Women in all groups were more likely than men to express the opinion that "politics is a major factor in how assignments are decided"; the discrepancy was particularly large among Hispanics and Asian Pacific Americans.
- Males in general were more likely than females to believe that they were "passed over for an assignment in favor of a less-qualified person."

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#### **Fairness of Career Panels and Opportunities for Promotion**

- Blacks (particularly men), Native Americans, and Hispanic and Asian Pacific American females were more likely than whites to view their promotion rates as slower than those of their peers.
- Asian Pacific American males were as likely as whites to view career panels as fair, while blacks were much more likely than the other groups to respond that the career panel system favors a specific group.
- Blacks, Native Americans, and Hispanic women were less likely than the other groups to believe that they had control over their promotion chances.

#### **Performance Appraisal, Feedback, and Recognition**

- In general, minority females were more likely than minority males to express dissatisfaction with their performance appraisal and feedback.
- Minorities tended to be less satisfied than whites with performance appraisal and feedback.
- Asian Pacific American males were consistently least likely to be dissatisfied with performance appraisal, feedback, and recognition for good performance.
- Management and leadership courses were considered by all groups as the most important training for advancement.
- Native Americans and black and Hispanic men were much more likely than the other groups to view the career training program as important; in addition, black men were much more likely than the other groups to view senior schools as important training.
- Whites and Asian Pacific American males rated the Midcareer Course as unimportant for advancement.
- In general, the most important factors affecting selection for quota courses were good performance, high potential, and personal recommendation. Hispanic women, however, viewed "politics" as the most important factor.

#### **Racial and Sexual Harassment**

- Almost 50 percent of all white women reported experiencing sexual harassment at the Agency. Men in general reported little sexual harassment—black men, 11 percent, and white men, 9 percent.
- More than 50 percent of all black respondents reported racial harassment at the Agency; one-third of Hispanics and Native Americans reported harassment; Asian Pacific Americans in general were least likely to report racial harassment at the Agency.

## **Issues Specific to Gender/Racial/Ethnic Groups**

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Many issues surfaced throughout the interviews, focus groups, and survey that pertain to particular gender/racial/ethnic groups. While some of these have already been discussed in the context of the glass ceiling barriers, it is important to document the full range of concerns of the various groups.

### **White Women**

A significant issue was the dilemma white women often experience in communicating with their male counterparts. They report having to walk a fine line between the cultural directives of "speak out more frequently" and "don't be pushy or confrontational"—that is, the fine line between being seen as not assertive enough and being seen as too assertive or aggressive. White women also report having to say things in an unemotional way, because being labeled as "too emotional" will significantly damage their careers.

Another important issue is their feeling that there is a clear cultural imperative at the Agency not to complain but to "fit in" as much as possible. White women specifically felt they were visible and that incidents such as sexual harassment had to be tolerated. They commented that they had to modify their behavior to fit into the white male culture (for example, by laughing at jokes or disparaging remarks about women or minorities). In addition, white women felt relatively powerless regarding certain aspects of their own careers: 49 percent reported little or no control over the assignments they received, and 57 percent reported little or no control over their CAT rankings.

All women to some extent, and especially white women, consistently expressed frustration that those who hold nonline positions for an extended time are deemed second-class citizens by the organization, although the women in staff positions feel they make a substantial contribution to the Agency's mission. Some women did note a successful experience with staff jobs as a stepping stone to line positions.

White women had mixed reactions to the Agency's multicultural efforts. Many felt that they were long overdue and offered the Agency the opportunity to recognize superior performance from women and minorities, who will excel if given the chance. However, a few white women expressed the feeling that the recent multicultural efforts have hindered the Agency's ability to demand superior performance from minority groups. Some felt that minorities were promoted simply to provide a "quick fix" to traditional inequity. Although in general they agreed with

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the concept of workplace equality, they feared the Agency might be moving too fast.

### **White Men**

One issue of concern to all white men was headroom. Although this was an issue concerning all employees at the Agency, it was expressed more frequently among white men because more are represented at the higher levels of the Agency than any other group. Survey responses indicated that a higher proportion of white men were dissatisfied with the promotion chances of their current job (47 percent) than were dissatisfied with their career promotion rate (35 percent); this discrepancy was larger than any other group's responses on the same items.

This was the only issue, however, on which white men reached consensus. White men at the Agency are divided regarding their overall impressions of glass-ceiling and multicultural issues. Essentially they fall into three groups:

- The first group consists of men who are slightly older than average and have worked at the Agency for many years. These men feel a profound sense of loyalty and commitment to the Agency and have internalized its culture. They feel concern about the Agency's shifting values. It is almost as if they see efforts to work more effectively with all people as mutually exclusive from the primary goal of the Agency to get its work done.
- The second group of white males views multiculturalism as a positive step, although they are concerned that the effort may be "pushed through too fast." These employees are primarily in grades GS-07 through GS-15 with the goal of SIS. Although they agree that the Agency's multicultural efforts are positive steps, they see competition increasing as more women and minorities compete for the same jobs. The younger men also tend to face some of the same barriers as women and minorities—for example, family responsibilities.
- There is a third category of white men—from GS-12 through SIS—who strongly support the multicultural effort. They have championed this cause with financial resources and the sponsorship of women and minorities. All groups indicated, however, that standards should not be compromised when giving opportunities to women and minorities.

Survey results comparing white men in GS-07 through GS-11 with white men in GS-12 through GS-15 support these findings. When asked whether they had lost an assignment to someone who was less qualified, 55 percent of the GS-12 through GS-15 group said "yes," while 23 percent of the GS-07 through GS-11 group responded similarly. In addition, 42 percent of the GS-12 through GS-15 group felt their rate of promotion was *slower* than their peers, in contrast with only 23 percent of the GS-07 through GS-11 group.

**Black Women**

The most important issue facing black women is comprised of their feelings of isolation, alienation, and powerlessness. These women felt the furthest away from "fitting in" to the culture and expressed that they felt invisible. Black women's survey responses repeatedly showed them to be extremely dissatisfied and unhappy with the system. Black women were second only to Native Americans (of whom there were only nine survey respondents) in expressing the view that they were not satisfied with their chances for promotion and that they felt little or no control over the assignments they were given.

Black women, more than any other group, seemed genuinely appreciative of the opportunity to get together with one another in focus groups and share their experiences. In addition, black women at senior management levels take more seriously than other groups their responsibility to be a role model for members of their own group.

Black women felt that stereotyping was their most serious obstacle to overcome. They perceived that managers expect them to be "marginal performers" and to be in lower-level positions, such as secretaries, and that when they do excel it is seen as an exception. They also believed that white managers in general were uncomfortable when working with them and were apprehensive about giving them feedback.

**Black Men**

The most important issue raised by black men was their feeling that they have to adapt their personal style to reflect their view of the successful white male. Specifically, they noted that it was important for black men not to be confrontational around whites and to try not to "stand out." Black men also described it as their responsibility to help whites feel comfortable around them and shared the perception that they needed to mix with white groups in order to be successful. However, more black men than any other group reported having been involved in incidents of racial harassment.

Many black men mentioned performing to the level of or better than their counterparts and not being recognized for their contribution. They perceived that their white peers were promoted before they were, even when they had worked closely together and performed comparably. Black men, more than any other group, viewed their promotion rate as being slower than their peers (68 percent) and felt their category ranking was unfair (53 percent of those who knew their category ranking).

Black male focus group participants from grades GS-07 through GS-11, in particular, were very dissatisfied with the Agency's career support systems. They indicated that, although they had been actively recruited by the Agency, the Agency had failed to provide any ongoing career support. On the other hand, black men in the GS-12 through GS-15 focus groups felt better assimilated into the Agency culture.

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Black men who are moving up in the organization expressed a strong desire to create a network at the SIS level to serve as role models and mentors for other blacks in the organization.

**Hispanic Women**

Although Hispanic women did not express as strong feelings of isolation and alienation as black women, their survey responses showed them to be even more dissatisfied with certain aspects of the Agency and to feel even more powerless. Hispanic women were more dissatisfied with the control they felt over their career than any other group (61 percent were dissatisfied as compared with 39 percent of white women). More than any other group except Native Americans, Hispanic women expressed dissatisfaction with the performance recognition they received and expressed feeling little or no control over their promotion chances or their category ranking. In particular, Hispanic women were most likely to be dissatisfied with management's assistance in career development.

In contrast with these feelings of dissatisfaction, Hispanic women were most likely both to aspire to be supervisors (88 percent) and to predict they will become supervisors (88 percent), even though they currently had one of the lowest rates of supervisor representation (only 21 percent).

**Hispanic Men**

Hispanic men tended to believe it was necessary to actively manage their own careers. They felt that an important component of this is to develop and utilize networks and mentors (or "patrons"). They noted that their ability to obtain assignments in different areas, which they felt to be a critical factor for advancement, was hindered by the Agency's practice of "assigning Hispanics to Latin America." Hispanic men's survey responses indicated a middle ground in terms of satisfaction and advancement prospects. Notably, however, they typically expressed greater satisfaction than Hispanic women.

Hispanic focus groups indicated that Hispanic employees were more successful to the extent that they looked and acted "white." This is supported by the survey responses of the Hispanic men, which indicated much more satisfaction with the system than black men. In addition, the survey responses indicated that Hispanics (both men and women) who were not native English-speakers were more hindered in their career development because of their oral and writing skills.

**Asian-Pacific Americans**

Asian-Pacific Americans consistently appeared to be the most satisfied group in their survey responses (more so even than whites on some items), the men more so than the women. But they also have the highest five-year attrition rate of all groups. Thus, it is likely that the Asian culture leads them to leave the Agency rather than express dissatisfaction.

Although Asian-Pacific American men responded with some of the lowest rates of dissatisfaction on the survey, it is clear they do perceive several barriers. For example, 33 percent of them are dissatisfied with their control over their careers, and 60 percent feel there is not enough feedback with their Category Ranking. In addition, 60 percent believe it is important to have a mentor, but only 30 percent actually have one.

Asian-Pacific American focus group respondents expressed the view that the price of advancement was having to shed one's culture and become a "counterfeit white." Specifically, they indicated that some Asian cultures emphasize group participation and "getting along." Asian-Pacific Americans also noted that their orientation toward teamwork and the high value they place on loyalty might work to their disadvantage at the Agency, in which mobility is important for advancement. Agency data support this lack of mobility; Asian-Pacific Americans changed Directorates at a much lower rate than other groups.

Another important issue is that Asian-Pacific Americans tend to downplay their individual accomplishments and, because they are reserved, may not be perceived as leaders. They argued that, because Asian-Pacific Americans do not "self promote," they were more likely to have to "prove" themselves.

Foreign-born Asian-Pacific Americans seemed more likely than those born in the United States to express dissatisfaction with their promotion rate and to view their Category Ranking as unfair. In addition, fewer foreign-born Asian-Pacific Americans are in supervisory positions or aspire to be supervisors.

#### Native Americans

Native Americans constituted the smallest minority group at the Agency and tended to express the sentiment that they are "invisible" and have little influence in the Agency. Although there were only nine Native American survey respondents, they were consistently among the most dissatisfied and powerless group. For example, Native Americans were most likely to indicate dissatisfaction with their career promotion rate (78 percent) and the amount of recognition they receive for individual accomplishments (56 percent). They were also the group most likely to feel little or no control over a number of career factors, such as assignments (89 percent), category ranking (89 percent), and promotion chances (78 percent).

In focus groups, Native Americans reported often feeling on the outside while the "rising stars" were on the inside track. They expressed dissatisfaction with their supervisors specifically for not mentoring them or providing them with the feedback necessary to advance in the organization.

## Findings Based on Personnel Databases

### Group Representation—FY 1980-90

Women showed a steady increase over the decade and made up 38 percent of the total professional work force in FY 1990 (figure 6, page 28). The minority work force had grown slightly by FY 1990 to just over 10 percent of total professional work force (figure 7, page 28). In FY 1990 blacks made up over 60 percent of the minority professionals. Asian Pacific Americans—30 percent of minority professionals in FY 1980—decreased to 17 percent in FY 1990. Figure 8 on page 29 shows minority professionals by group.

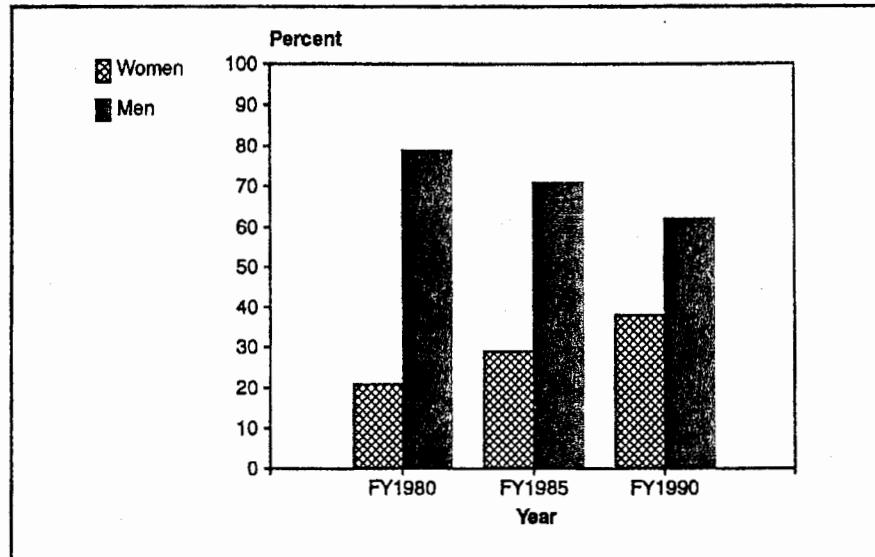
### Professionals in Each Group

The proportions of women and black professionals increased from FY 1980 to FY 1990; however, blacks still have the lowest percentage of employees in the professional ranks, with an average of 36 percent for the three years examined. Asian Pacific Americans have the highest percentage of professionals but show a slight decrease over the decade.

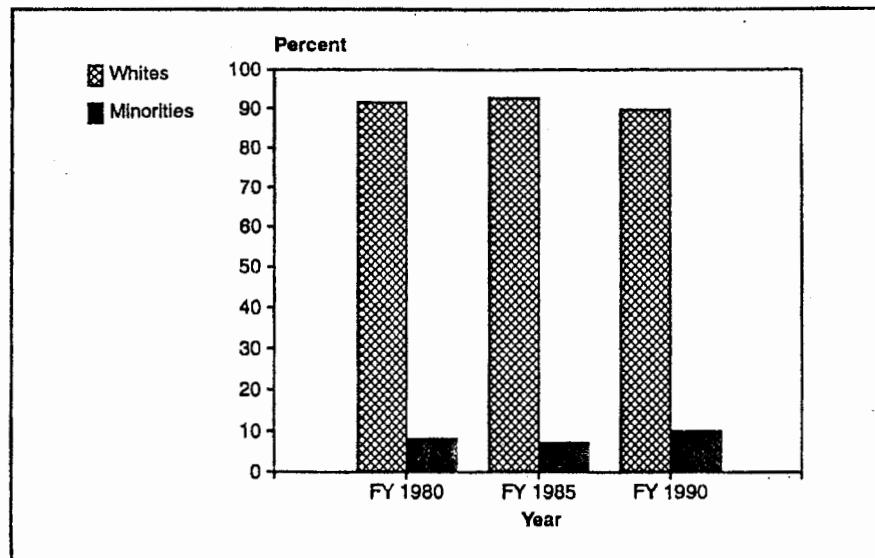
Percentage of Employees in Each Group Who Are Professional				
	FY 1980	FY 1985	FY 1990	Three-Year Average
Women	35	45	64	48
Men	74	77	82	78
White	64	67	78	70
Black	30	32	47	36
Hispanic	73	74	78	75
Asian	93	88	87	89

### Median Grades for Women and Minorities

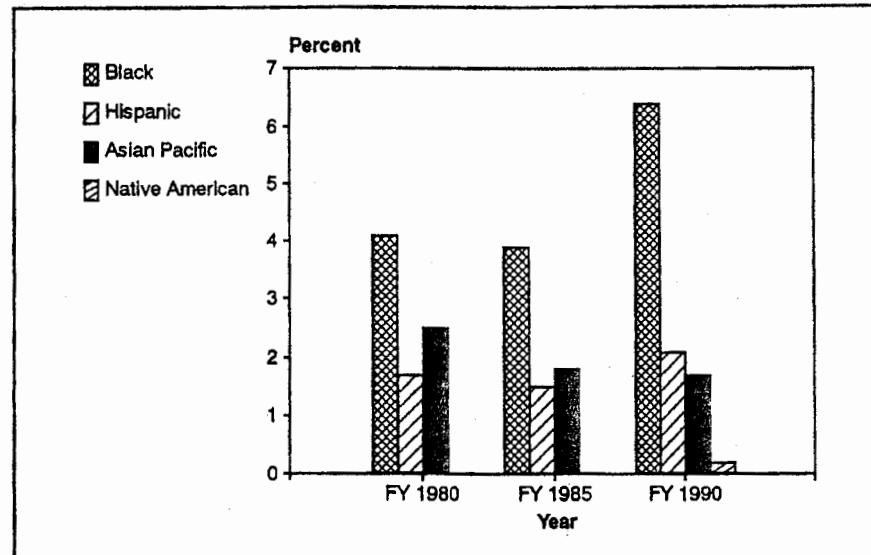
The median grade for female professionals was GS-11 for FY 1980, FY 1985, and FY 1990, as compared with GS-13 for male professionals. SIS females doubled in percentage in FY 1990 but still made up only 1 percent of female professionals. The median grades improved for blacks and Hispanics from GS-11 in FY 1980 to GS-12 in FY 1985 and FY 1990 but decreased for Asian-Pacific Americans from GS-13 in FY 1985 to GS-12 in FY 1990. All minority SIS percentages have slightly increased over the 10-year period.

~~Official Use Only~~**Figure 6. Proportion of Female Professionals, FY 1980 to FY 1990****Promotions—FY 1980, FY 1985, FY 1990**

**Promotions Received by Women and Minority Professionals.** Women received more promotions than males in all three years. For example, female professionals received 45 percent of promotions in FY 1990, although they comprised only 38 percent of the professional work force; however, their median promotion grade was GS-09 in FY 1990 and also FY 1985. The median grade increased to GS-10 in FY 1990. This compares with GS-11 median grade for males in all three years. Promotions for blacks and Hispanics were proportional to their overall makeup of the professional work force, but Asian Pacific Americans received fewer promotions.

**Figure 7. Proportion of Minority Professionals, FY 1980 to FY 1990**

**Figure 8. Proportions of Black, Hispanic, Asian Pacific American, and Native American Professionals, FY 1980 to FY 1990**



**Average Months in Grade Before Promotion.** Women professionals were promoted more rapidly after FY 1980 but still lag men. The average number of months spent in GS-13, GS-14, and GS-15 for women, however, was less than men at the same grade level by approximately 10 months in FY 1985 and FY 1990. Hispanic professionals averaged the fewest months in GS-08 to GS-12 grade levels when compared with whites, blacks, and Asian Pacific Americans in all three years. The opposite is true for Asian Pacific American professionals, who averaged the most months at the same grade level.

#### Differences in Promotion Rates by Race and Sex

OIR's Methodology Center statisticians studied the promotion rates for two groups of Agency professional employees: one group from 1980 through 1990 and one from 1985 to 1990. They found that men averaged more promotions than women during both periods and that whites averaged more promotions than minorities from 1985 to 1990 when starting grade was taken into account. (Note: It is possible that there just were not enough minority professionals from 1980 to 1990 to detect a difference over that period.) Finally, on top of the Agency-wide difference in promotions between men and women, there was an additional gap in men's favor in the DO career service.

**Age-Related Differences by Sex, 1980 to 1990.** The mean number of promotions received by all professionals from the end of FY 1980 to the end of FY 1990 was 2.48. Men averaged more promotions than women during this period, and the number of promotions differed by age. For example, in comparing groups of 22-year-old men and women with the same grade in FY 1980, the men averaged 0.44 more promotions over

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the next 10 years. Thirty-year-old men in FY 1980 averaged 0.2 more promotions over the next decade than women of comparable age and grade. Considering the average number of promotions during the period (2.48), these are not trivial differences. The regression model also revealed differences by career service. During this period, those in the DA and DS&T career services averaged slightly more promotions than those in the DO and DI career services.

***Differences by Race, 1985 to 1990.*** The number of professionals in the Agency from 1985 through 1990 is larger than from 1980 through 1990 and includes significantly more minorities. The increase in minorities made it easier to detect differences by race and to identify differences among the career services. The mean number of promotions received by all professionals from the end of FY 1985 to the end of FY 1990 was 1.58. The tabulation below lists the average gap in the number of promotions between whites and minorities of the same age and grade in FY 1980. A positive number means whites averaged more promotions.

Career Service	Promotions— Average Difference by Race
R (DS&T)	0.23
M (DA)	0.21
D (DO)	0.12
I (DI)	-0.05

There is essentially no difference by race in the DI; the differences in the other career services are not trivial, considering the mean number of promotions (1.58).

***Differences by Sex, Especially in the DO, 1985 to 1990.*** As with the 1980 to 1990 model, average differences by sex were age related from 1985 to 1990. Men who were 27 in 1990 averaged 0.26 more promotions from 1985 to 1990 than women with the same 1985 grade and age; 40-year-old men averaged 0.13 more promotions. On top of this difference, men in the DO career service averaged 0.23 more promotions than women of the same age and 1985 grade during the period—the only career service that had this type of difference.

***Differences Among Career Services, 1985 to 1990.*** There were slight differences in average numbers of promotions by career service for the period 1985-90. Those in the DI received slightly more promotions on average than the others; those in the DA and DS&T were in the middle; those in the DO career service averaged fewest. (Note: As mentioned previously, however, being male in the DO compensated for this difference.)

### Attrition and Mobility

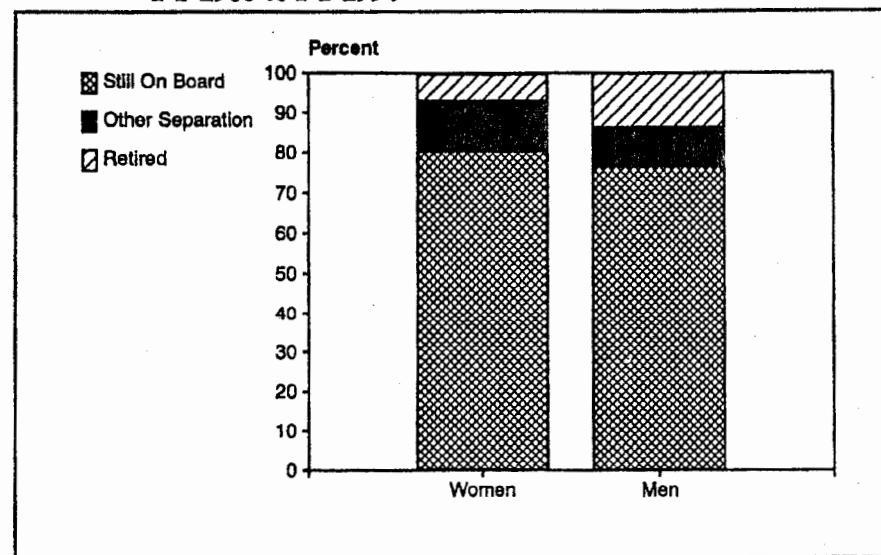
Two groups were studied to determine trends in attrition and mobility among minority and women professionals. The 1980 group was reexamined in 1985 and 1990, and the 1985 group was followed up in 1990.

#### Attrition

***The Difference in Attrition Rates Between Men and Women Is Rather Small.*** Contrary to the general belief that women are much more likely to leave the Agency than men, 10 percent of the men and 13 percent of the women who were here at the end of FY 1985 left over the next five years. When retirements are included, men left in higher numbers than women: 23 percent of the men and 20 percent of the women left between FY 1985 and FY 1990. (These figures are for full-time permanent employees charged against the Agency ceiling.) See figure 9.

***Analysis of Nonretirement Attrition Rates by Race Showed That Asian Pacific Americans and Hispanics Have Significantly Higher Five-Year Attrition Rates Than Whites. Blacks Have Significantly Lower Rates Than Whites.*** The five-year average attrition rate for Asian Pacific Americans is 14 percent, as compared with 6, 13, and 11 percent for blacks, Hispanics, and whites respectively. See figure 10 on page 32.

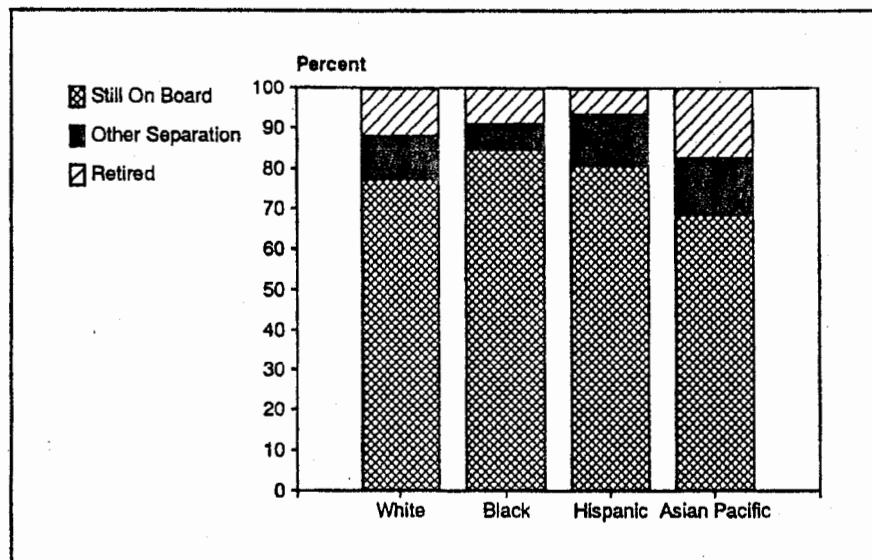
***Figure 9. Retirements and Other Separations by Gender, FY 1985 to FY 1990***



***Attrition Rates by Career Service.*** Two five-year attrition rates (1980-85 and 1985-90) and one 10-year attrition rate (1980-90) were examined. (These included retirements.) Both five-year attrition rates are the same in all Directorates. Regarding the 10-year attrition rate, the DO has the highest with 54 percent, and the DI has the lowest with 38 percent. Hispanic professionals have both the highest five-year and 10-year average attrition rates in the DO. Asian Pacific Americans have the highest attrition rates in the DS&T.

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**Figure 10. Retirements and Other Separations by Race,  
FY 1985 to FY 1990**



#### Mobility

The mobility rate is defined as the proportion of each group who had switched Directorates between 1980 and 1985, between 1985 and 1990, or between 1980 and 1990. (The mobility rate does not include those who have left the Agency during those years.)

***The Difference Between Men and Women Is Insignificant.*** Twenty percent of men and women in the 1980 group switched Directorates by 1985. Analysis of the same group in 1990 shows that 26 percent of men and 27 percent of women switched Directorates. Twenty percent of men and 22 percent of women in the 1985 group switched by 1990.

***Asian Pacific Americans Have a Significantly Lower Mobility Rate and Blacks Have a Significantly Higher Rate Than Whites.*** With the 1980 group, 7 percent of Asian Pacific Americans switched Directorates by 1990, compared with 28 percent for blacks and 26 percent for Hispanics and whites. In the 1985 group, only 7 percent of Asian Pacific Americans switched Directorates by 1990, compared with 23, 16, and 21 percent for blacks, Hispanics, and whites respectively.

***Mobility Rates by Career Service (Home Directorate).*** Interdirectorate mobility rates were examined during the same periods (1980-85 and 1985-90). Interdirectorate moves occurred most frequently in the DA and DI. Mobility rates could not be compared by race because of the small number of minority professionals who switched home Directorates during these periods.

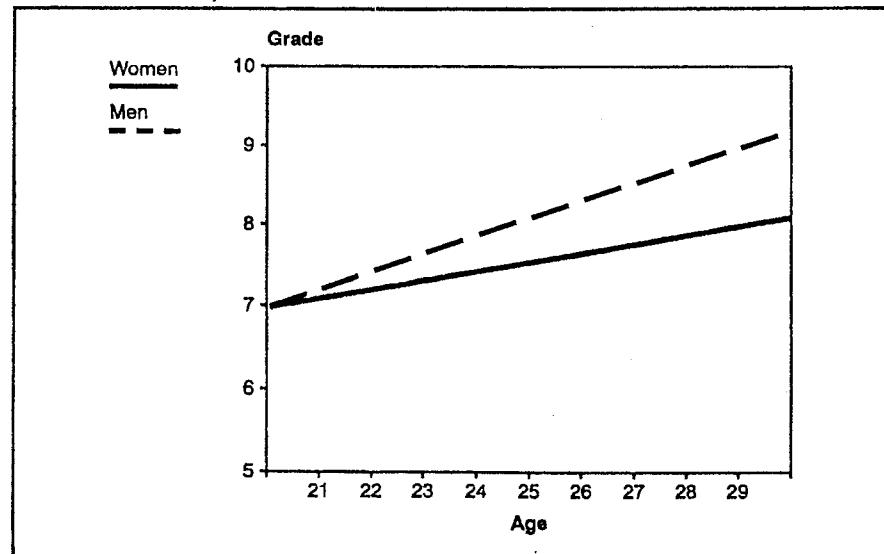
### Grade at EOD

**Differences by Sex But None Recently by Race.** OIR's Methodology Center researchers studied grades assigned at EOD in 1980, 1985, and 1990. They found that in 1980 whites averaged 0.6 grades higher than minorities with the same degree and the same age. There were no differences by race in 1985 or 1990. Differences between men and women widened with age; there was no advantage for 22-year-old male EODs compared to 22-year-old female EODs with the same degree, but by age 30 the difference was an entire grade or more—even in 1990 (figure 11).

Additional research would have to be done to find out why there has been an entry-level grade difference between certain groups. Each file would need to be examined manually because information that would explain this difference is not included in Agency personnel electronic databases. There was no evidence that these differences by race and sex varied by career service. It is worth noting that the regression model indicated that in 1980 minority women lost out twice—once for their race and once for their sex.

As in 1980, in 1985 there were no differences by career service and no age-related differences in average grade at EOD between men and women with the same degree. At 22, women actually averaged one-quarter grade higher than men. Men and women were about even at age 24, and men averaged 0.5 grade higher at age 30 than women with the same degree. The study detected no significant difference by race, but there were few minorities hired in 1985 and even fewer (only 16) who made it into the regression model. If differences in EOD grade by race existed in 1985, there were too few minorities in the study to display them.

**Figure 11. Differences in Grades Assigned to Professional Male and Female EODs with Bachelor's Degrees—FY 1980, FY 1985, and FY 1990**



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Among EODs in 1990 with bachelor's degrees, there were differences by sex and by career service but no statistically significant differences by race. Unlike the situation in 1985, this lack of significance cannot be attributed to too few minorities in the regression model—it is probably due to a real lack of differences by race. The tabulation below shows the variation in EOD grade between men and women of age 30 with bachelor's degrees. In each case, the average for men was higher.

Career Service	Grade Difference at Age 30
D (DO)	1.1
I (DI)	1.2
M (DA)	1.1
R (DS&T)	0.7

#### Women and Minorities in Power Positions

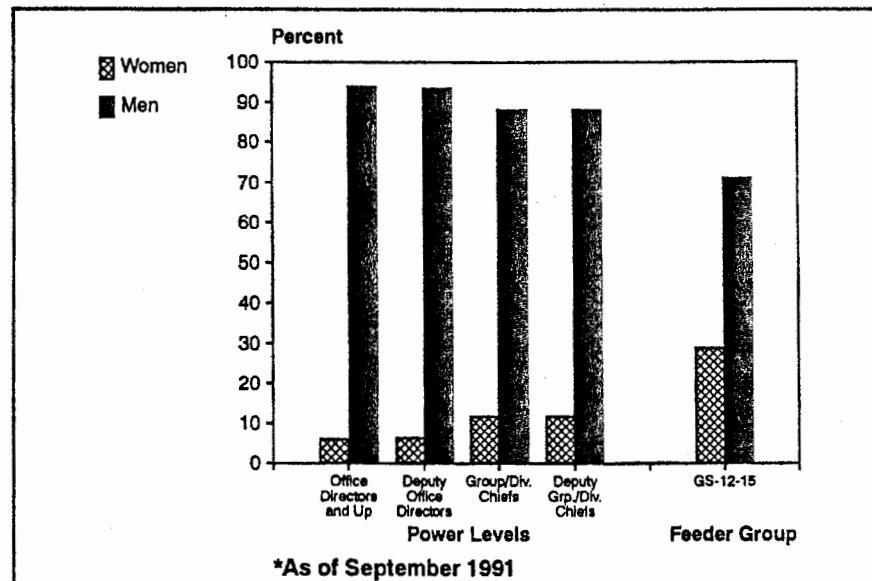
The study examined the Agency's senior power levels—occupied mainly by SIS officers—to determine who occupied those positions and what characteristics the individuals possessed. The study also identified GS-12 through GS-15 feeder positions for the power levels.

**Representation.** About 90 percent of the power positions were occupied by white males. This contrasts with the fact that about 40 percent of all Agency professionals are women (figure 12, page 35). Moreover, while the future may look brighter, the fact is that men occupy 70 percent of the feeder positions.

Minority groups have little representation in the top power structure of the Agency (figure 13, page 35). Blacks occupy less than 2 percent of the top four power levels. The same is true of the other minority groups. With regard to the feeder positions, all minority groups are considerably underrepresented, although the situation has improved slowly over time.

**Education.** It is not clear that educational achievement above that required to gain entry into the Agency has any effect on advancement to the power levels. Typically, individuals occupying power levels have at least a bachelor's degree and about half possess an advanced degree.

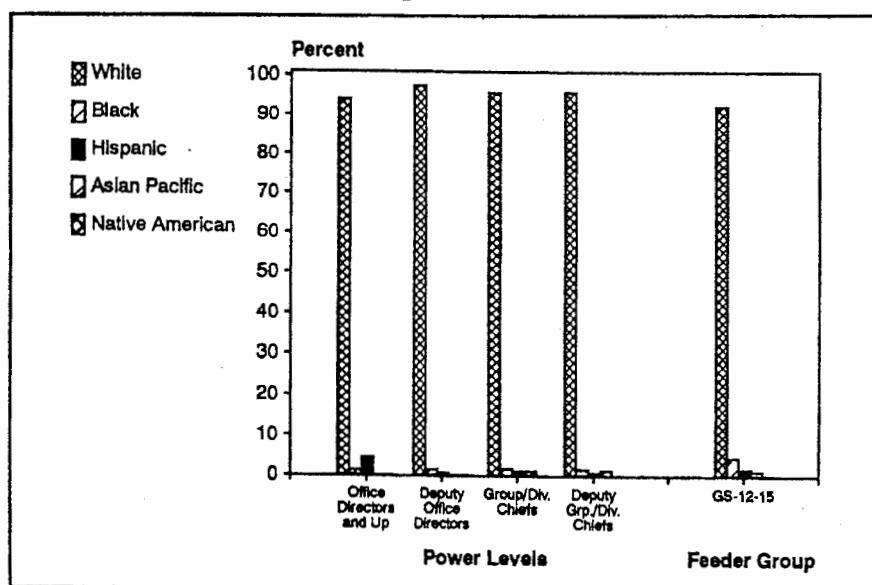
In feeder group positions, men tend to have a statistically significant higher level of education than women. A note of caution is necessary, however, since educational data below the SIS levels may not be complete or up to date.

**Figure 12. Percentage of Power-Level Positions Held by Women and Men (as of September 1991)**

\*As of September 1991

**Time in Grade.** In general, as of 30 September 1990, women in power positions have significantly shorter average time in their current grade. The same is true of women in feeder group positions.

There is no statistically significant difference regarding mean time in previous grade between men and women in power positions. But women in feeder group positions had significantly shorter mean time in previous grade than men.

**Figure 13. Percentage of Power-Level Positions Held by Minorities and Whites (as of September 1991).**

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The small number of minority officers in power positions does not permit statistically valid generalizations about their time in current or previous grade. But, in the feeder groups, analysis showed that blacks, Hispanics, and Asian Pacific Americans have spent significantly shorter times in their current grade. No significant differences exist among the groups, including whites, with regard to average time in previous grade.

**Key Assignments.** Past assignment histories of those in the power levels and in the feeder group were examined to determine if "key assignments" could be identified directly from database records and if differences in quality or quantity of those assignments existed between gender or ethnic groups. It was found that assignment titles in the database records were probably too broad to specifically identify individual assignments critical to career progression (for example, "operations officer" assignments in the DO can be more or less career enhancing depending on the specific tasks). Still, looking at general categories of assignments yields information that differences do exist between gender and ethnic groups that may, in part, explain career progression variances.

For example, there are indications that DO and DI assignments have been, and still may be, important in the career progression process to senior management—the assumption being that assignments in areas directly relating to the Agency's mission have more relative value than do assignments in other areas.

One manifestation of this idea—the role of line versus staff assignment on career progression—could not be tested, as data on operational authority and budgetary control could not be firmly and consistently tied to power level. Further study to determine the contribution assignments in operational areas (DO, DI, or line assignments) might have on careers within the Agency would be necessary before being able to conclude that groups that historically had not been given these kinds of assignments in great numbers—that is, women and minorities—have been affected negatively.

Numerically, in several of the power levels and in the feeder group, women have had more assignments, on the average, than have their male counterparts. Minorities likewise have had significantly more assignments than whites. This says nothing about the relative quality of these assignments nor whether having more assignments is "good" or "bad." Why women and minorities would have had more assignments is not known.

**Time to GS-12.** To ascertain whether women and minorities progress at similar speeds as men, the time from EOD until promotion to GS-12 was calculated.

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Males in power positions appear to have moved much more quickly to GS-12 than their female counterparts. It may be that women advance more slowly or that they began at lower grades.

With regard to minorities, the number was too small to generalize about minorities in power positions, but blacks in feeder groups spent a significantly longer average time from starting with the Agency until GS-12 when compared to whites, Hispanics, and Asian Pacific Americans.

# Recommendations

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Organizational barriers to success for any group of employees are a detriment to the Agency mission. It is important that these barriers be addressed in visible ways that communicate the Agency's commitment to change. The Agency is already aware of some of the barriers to career advancement for women and minorities and has begun to address them through training and other efforts. It is important that the Agency continue these efforts, enhance them, and ensure that the results are communicated to all employees. Many employees raised concerns and questions about the Glass Ceiling Study. Some employees were very optimistic that the Agency would use the study in a positive way, while others believed that it would be "business as usual."

## Overall Recommendation

**The overall recommendation, intended to enhance the credibility of the study and obtain maximum results from this significant effort, is that the Executive Committee (EXCOM) take primary responsibility for implementing the recommendations of the study and that in doing this:**

- Use the multicultural and gender groups already established as resources to help with the implementation plan.
- Develop a communication strategy to reinforce with employees the "strength through diversity" concept behind the Glass Ceiling Study initiatives.
- Authorize a followup study in three to five years to evaluate progress and implementation of the study recommendations.

***Recommendation 1: That the EXCOM examine the career assignment process in the Agency and set up a system that ensures fair representation of women and minorities at all organizational levels. More specifically:***

- Identify key line and staff positions, determine who occupies these positions, and use this information as a baseline for measuring assignment progress for specific groups.
- Establish a process to ensure that women and minorities are systematically considered for key assignments, particularly in line positions, early in their careers.
- Establish a tracking system to monitor the results of the process.
- Ensure that career-related panels have clear, consistent, and objective criteria for promotions and assignments and ensure these are communicated to all employees.
- Develop an Agency-wide assessment process to identify early the career potential of all employees, particularly women and minorities.

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- Develop a training and development program to enhance the advancement potential of women and minorities.

***Recommendation 2: That the EXCOM pursue more effective feedback and communication policies and practices:***

- Ensure that there is a mechanism to give employees performance feedback and that supervisors are held accountable for doing this consistently.
- Ensure that employees are given information about factors that affect advancement and about what the Agency and its employees can do to enhance career advancement and that this be done regularly and on an equal basis.
- Ensure that supervisors are effectively trained to provide both positive and negative feedback and coaching to a culturally diverse work force.
- Enhance the annual performance review by an Agency-wide process that uses advance work plans.
- Provide consistent feedback to all employees on their Comparative Evaluation Rankings.
- Explore ways to improve and expand the Agency's rewards systems—including rewards for effective teamwork—particularly for employees below the SIS levels.
- Acknowledge and demonstrate management's commitment to the mentoring process.

***Recommendation 3: That the EXCOM address group stereotyping by enhancing awareness through cultural and gender issues training, and that, at the very least, [the EXCOM] assess the effectiveness of the multicultural and gender awareness training currently given in the Directorates:***

- Assess the effectiveness of multicultural and gender awareness training currently given in the Directorates.
- After the assessment, sponsor separate and distinct training courses on multicultural and gender-related issues and extend the training throughout the Agency.
- Make more concerted efforts to prepare, place, and support women and minorities in visible positions of leadership and management.

***Recommendation 4: That the EXCOM examine current policies on racial and sexual harassment to determine if changes are necessary, evaluate the effectiveness and appropriateness of existing racial and sexual harassment training programs, and make managers aware of the pervasive fear that employees have regarding filing grievances and making complaints without reprisal:***

- Accelerate the amount of management training on these issues and monitor on a continuing basis employees' perceptions of whether the work environment has improved as a result of the training. Train managers to

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handle complaints effectively by dealing with misunderstandings, misperceptions, and harassment issues at their level and/or within their own chain of command in an appropriate and fair manner.

- Delineate managerial responsibility to ensure that the policies and procedures regarding handling sexual and racial harassment are clearly understood and implemented.
- Expand training programs on sexual and racial harassment to include all employees. The training should address what employees and the organization can do to create a work environment that is free from harassment.
- Encourage managers to follow the Agency's policy that explicitly states that reprisal is as unlawful and as unacceptable as the harassment that led to the complaint.

***Recommendation 5: That the EXCOM communicate to employees the Agency's commitment to work and family policies that are consistent with an increasingly diverse work force; develop additional policies as appropriate; and communicate through training and other means the flexibility that managers have regarding the approval of parental leave, sick child leave, flexible working hours, job sharing, and part-time schedules:***

- Communicate to employees the Agency's commitment to work/family policies, for example, by communicating to all supervisory employees that "a sick child" is as acceptable an excuse for tardiness as "a broken car." There is a firmly entrenched belief at the Agency that this is not so.
- Develop work/family policies that are consistent with this commitment (that is, policies regarding family/parental leave, sick child leave, maternity/paternity leave, flexible working hours, and part-time as well as full-time permanent career positions).
- Track attrition rates as well as longitudinal data to assure that these policies achieve their goals and that they are affecting the work force in a positive way.
- Conduct an internal study to determine why employees who leave the Agency for another employer selected that organization. This will allow the Agency to determine whether employees leave the Agency to work for organizations with proactive work/family policies.

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DATE: APR 2006

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# **Glass Ceiling Study**

## *Summary*

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*DCI Senior Managers' Offsite  
19-21 February 1992*

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## Background

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In March 1991 the Director of Central Intelligence approved a recommendation by SIS women that the CIA conduct a study to determine if career advancement barriers exist for Agency professional employees, particularly women and minorities. Such barriers are commonly called "glass ceilings." The term refers to artificial barriers based on attitudinal or organizational bias that prevent minorities and women from advancing into middle- and upper-level positions.

The CIA contracted with Professional Resources, Inc. and Hubbard and Revo-Cohen, Inc. to conduct the study. The Office of Personnel and the Office of Information Resources (OIR) provided quantitative analyses of Agency demographic data. The Office of Medical Services provided technical advice and support throughout the study, and the Office of Equal Employment Opportunity managed the project under the guidance of the Deputy Director for Planning and Coordination.

*This summary was prepared for the DCI offsite only. A comprehensive report will be published and distributed to all employees.*

## Methodology

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**Quantitative Data**

Agency researchers used statistical techniques to analyze Agency demographics and thereby supplied the *quantitative* data used in this study including information on white, black, Hispanic, Asian Pacific American, and Native American employees in grades GS-07 to SIS. They also examined the top power levels to determine whether individuals at these levels have common characteristics that lead to success.

**Qualitative Data**

The contractors collected perceptual (*qualitative* data) from samples of employees from the gender and racial/ethnic groups studied. A survey questionnaire was sent to a stratified sample of professional Headquarters employees ranging from GS-07 to SIS—1,818 surveys were sent and 927 returned. The contractors also gathered perceptions and opinions from 432 employees through the *focus group* method. And they conducted *in-depth interviews* with  SIS officers and the top 11 Agency executives.

## General Conclusion: Is There A Glass Ceiling?

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Demographic data show that glass ceilings do in fact exist at different grade levels for women and the racial/ethnic groups studied.

- Men peak at GS-13, but remain fairly constant through GS-15, before dropping at SIS-1.
- Women are concentrated in lower grades than men. The distribution of women peaks at GS-12 and drops rapidly.
- Blacks, Asian Pacific Americans, Hispanics, and Native Americans are concentrated in lower grade levels than whites. Whites—men and women combined—peak at GS-13, while other racial/ethnic groups peak at GS-12. The concentration of blacks and Asian Pacific Americans, however, remains fairly constant through GS-13 before dropping off.

An examination of other factors gives further evidence of glass ceilings. Although women constitute nearly 40 percent of the professional work force, they hold only 9 percent of the SIS positions. Minorities constitute about 10 percent of the professional work force, roughly 6 percent of the Office Director positions, and less than 3 percent of the Deputy Office Director positions.

In addition, data for 1990 show that, for new hires with a bachelor's degree, men start at a higher grade than women and that this difference widens as the age of the new entrant increases. Analysis of grade assigned at EOD in FY 1990 did not show statistically significant differences by race as was the case in FY 1980; however, statistical analysis indicates that promotion rates during the period 1985-90 were higher for men than for women and for whites in comparison with nonwhites.

## **Findings Based on Focus Groups, Interviews, and Survey**

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**Model for Success**

According to the contractors, the Agency has a "model for success" defined by its own employees against which its professional employees are measured. White men in the upper levels are perceived to fit this model for success most closely, and women and minorities who rise to these levels are perceived to demonstrate the same characteristics as their successful white male peers.

The top 11 officials believe that natural leaders will "bubble to the top" through their own performance, instinct, intuition, and savvy, and they will move up by taking risks, avoiding specialization, being mobile, doing an outstanding job, and establishing themselves in line positions.

Other SIS officers stressed the importance of technical and interpersonal skills, speaking and writing ability, and team building. In addition, minority and female SIS respondents mentioned the need for networking. Minorities emphasized knowledge of "the system." Asian Pacific Americans noted the importance of treating employees well. Female SIS officers also emphasized the need to work long hours, having ambition, and getting support from their managers during the promotion process.

GS-07 through GS-15 employees believe that to be successful they must have a well-written performance appraisal report, a personal recommendation, and the ability "to play the game" in addition to being aggressive, putting their career first, not being afraid of making mistakes, having good communication skills, and self-confidence.

**General Barriers**

In an era of downsizing, Agency employees face increased competition for a limited number of higher-graded positions, thus lack of **headroom** serves as a barrier to career success. Survey results indicate the amount of headroom is an area of dissatisfaction. About half of all groups were dissatisfied with the headroom in their current jobs, however, a third of the Asian Pacific American and Hispanic men were dissatisfied.

**The subjectivity of the decision-making process for advancement and promotion** was identified as a barrier by employees across gender and racial/ethnic groups. This was supported by data from the survey indicating that many of the selection and advancement factors are subjective, and there is a lack of explicit and objective criteria to evaluate, reward, and advance employees. Successful employees, especially SIS officers, are more likely than others to believe subjectivity is a benefit.

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A final general barrier was the perception that individuals see themselves as either an "insider" or an "outsider." The perception begins during the initial interview and hiring phase and continues throughout their careers. A frequently mentioned example was that individuals are either from the "right" schools or the "wrong" schools. Those who have graduated from the "wrong" schools are perceived to have greater difficulty achieving career success. Overall, employees perceive that insiders are more likely to "make it" than outsiders.

It is important to acknowledge these general barriers because they affect the career potential of professional employees. However, the specific focus of this study was to identify barriers that present *unique* problems for women and minorities. In the following section, the contractors describe the model for success and the five primary barriers that prevent women and minorities from achieving success.

**Systemic Barriers to Success**

The contractors identified five systemic glass ceiling barriers to success that employees—particularly women and minorities—experience: assignments, feedback and communication, stereotyping, adverse work environment, and work and family policies. These barriers reflect findings in focus group discussions, interviews, and the survey. The barriers are consistent across Directorates. The contractors believe that these barriers keep women and minorities from competing on an equal level with white men for advancement to senior levels at the Agency.

**Assignments.** Throughout the Agency there is a strong perception that the "right" assignments—line management positions or high-visibility, overseas, or rotational assignments—potentially make or break a career. White males traditionally have been given the career-making assignments in the Agency. Quantitative data show that women who rise to the top levels in the Agency have held more assignments than men in the top levels. Likewise, blacks have held more assignments than whites by the time they reach the top levels. In addition, the actual assignments held by women and men, and by blacks and whites, are different.

Because the numbers of women and blacks in the top positions are fewer than their representation in the professional work force, these data suggest that the *type* of assignments rather than the *number* of assignments is important for advancement. This assertion is supported by the top 11 Agency officials, who described repeated assignments to staff jobs for women and minorities as a negative factor in their career development.

**Feedback and Communication.** Agency employees strongly believe that feedback and communication from one's supervisor is critical to good performance and achievement. While most employees feel that they do not receive enough performance feedback from their supervisors, women and minorities often perceive their lack of advancement to

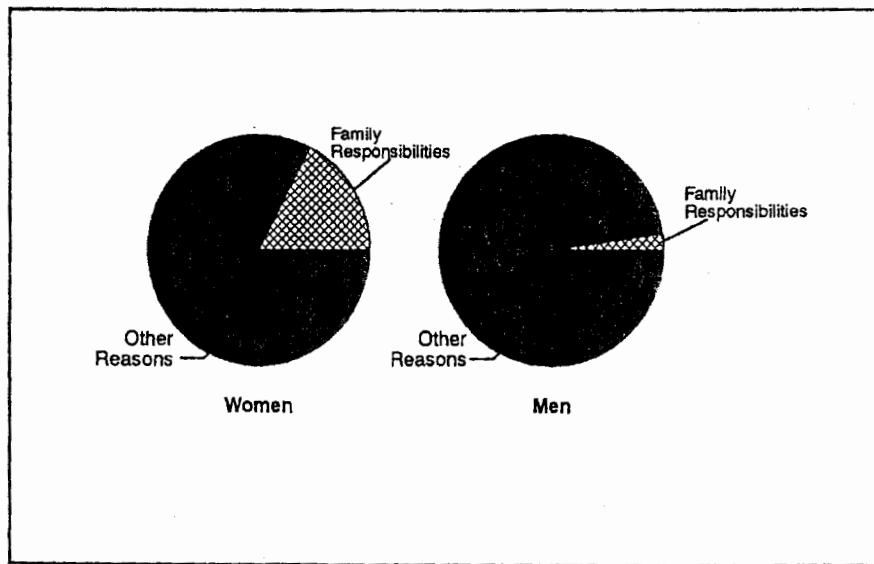
be due to their race or gender in the absence of specific performance-related feedback. Some white male managers believe that if they give negative feedback to a woman or minority, the recipient could file a complaint with the Office of Equal Employment Opportunity.

**Stereotyping.** A number of stereotypes exist within the Agency concerning employees of certain gender and racial/ethnic groups; however, stereotypes of women and minorities appeared to be most limiting in terms of career advancement. Perceptions that minorities are confrontational and lack oral and writing skills were examples of stereotypes raised during the interviews and focus groups.

**Adverse Work Environment.** A substantial number of women and minorities indicated that the working environment was uncomfortable and alienating. Although the number of formal and informal complaints reported for sexual or racial harassment is remarkably small, the incidence of sexual or racial harassment reported in the interviews, focus groups, and survey was substantial. Because harassment creates feelings of inferiority and powerlessness in its victims, it serves as a barrier to women and minorities at the Agency.

**Work and Family Policies.** Women at most levels of the Agency tend to think their career advancement is made more difficult by competing demands for time from work and family. Survey data indicate that 41 percent of Asian Pacific American women, 33 percent of Native American men and women, 30 percent of white women, 27 percent of Hispanic women, and 20 percent of black women reported that they had been treated differently because of having children. Focus group data suggest that women are not given certain assignments because of the *perception* that family responsibilities might interfere with the assignments.

**Figure 1. Work/Family Responsibilities: Percentage of Nonretirement Separations Because of "Family Responsibilities"**



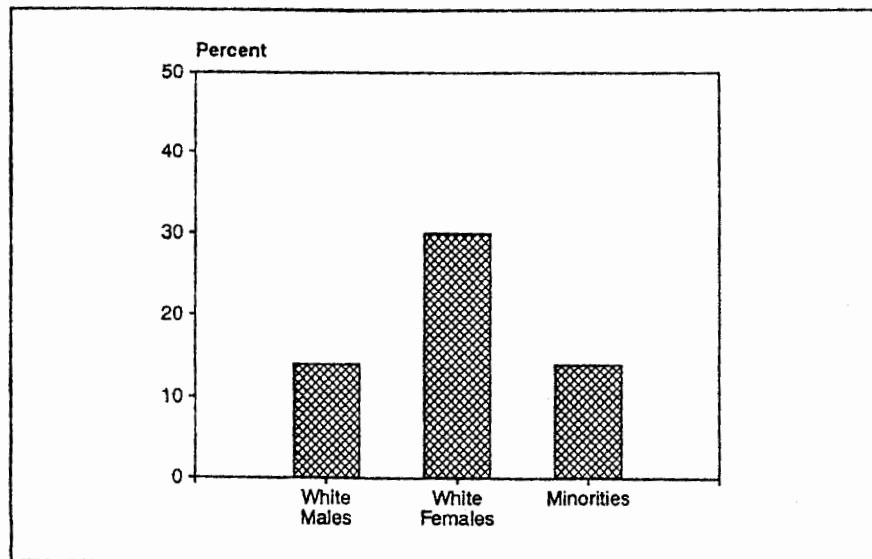
Official Use Only**Survey Highlights**

Part of the study was designed to gather perceptions and opinions about careers from study group employees. The information was analyzed to see if there are significant differences in perceptions regarding careers among the groups.

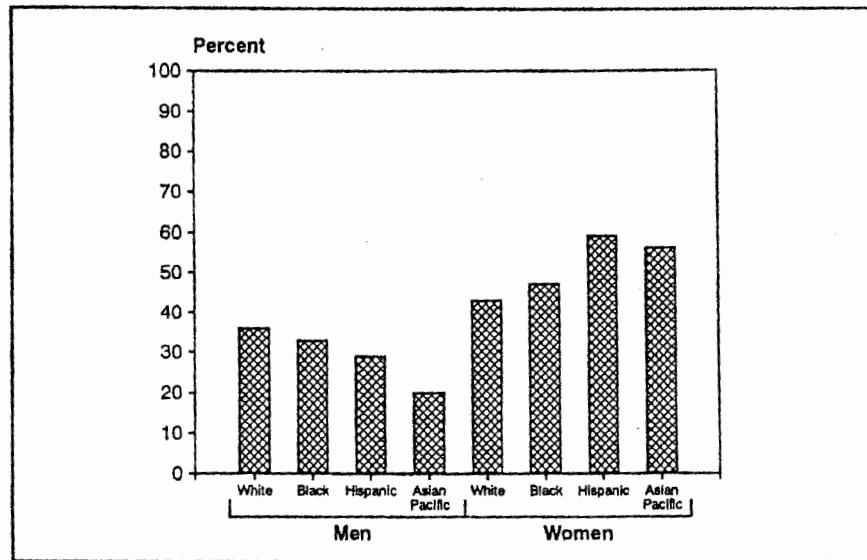
**Career Advancement and Job Satisfaction**

- Black males and black females tended to think that they were hired at lower grade levels than whites.
- White women tended to believe that they are hired at lower levels than comparably qualified males.
- In general, all groups—regardless of race, gender, and ethnicity—identify factors that may affect promotion (“subject-matter expertise,” “doing well in the job”) as most important.
- Having a well-written PAR was more likely to be seen as particularly important for promotion by women in general.
- Asian Pacific American males tended to see “playing the game” as less important for promotion than others.
- Having a mentor was not seen as critical for advancement by many respondents in any group.
- In general, women—regardless of race or ethnicity—expressed less control over their careers than men, and black men and women expressed less control than whites.
- Black, Asian Pacific American, and Hispanic females were more dissatisfied with the assistance they receive regarding careers than males in their respective racial/ethnic group. White males are as likely to express dissatisfaction as black and Hispanic males.

**Figure 2. Percentage of SIS Respondents Who Believe That Family Responsibilities Hinder Career**



**Figure 3. Percentage of GS-07 to GS-15 Respondents Who Believe Family Responsibilities Hinder Career**



- White males and Hispanic females were least likely to believe assignments are awarded on the basis of performance or potential.
- Women in all groups were more likely than men to express the opinion that "politics is a major factor in how assignments are decided."
- Minority females and black males tended to believe they have little control over their assignments.
- Males in general were more likely than females to believe that they were "passed over for an assignment for a less-qualified person."
- In general, women tended to think that family responsibilities hindered their career advancement.

#### **Fairness of Career Panels and Opportunities for Promotion**

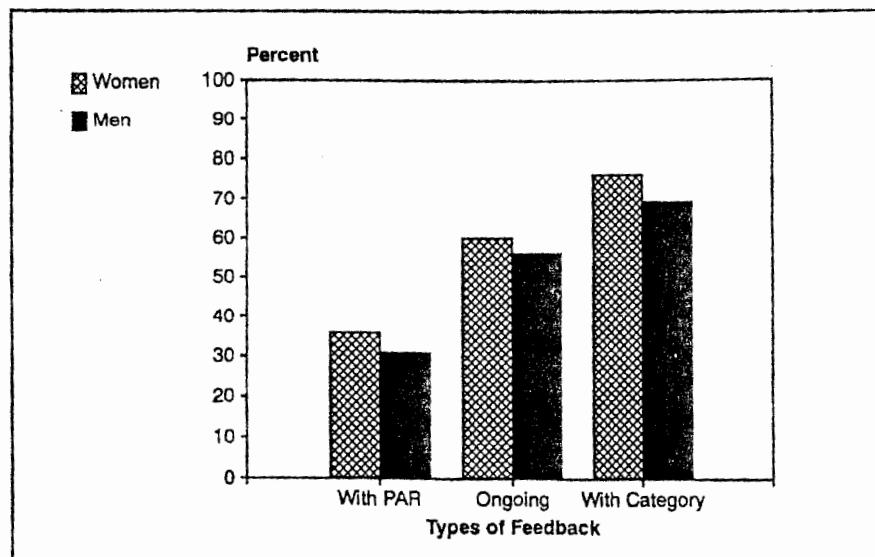
- Blacks, Hispanics, Native Americans, and Asian Pacific American females were more likely than whites to view their promotion rates as slower than those of their peers.
- Asian Pacific American males were most likely to view career panels as fair; they also were most satisfied with their promotion rate.
- White males typically expressed low dissatisfaction with promotion opportunities.
- White males and white females and Asian Pacific American males were more likely to believe that they had control over their promotion chances, while minority females and Native Americans felt they had the least control.

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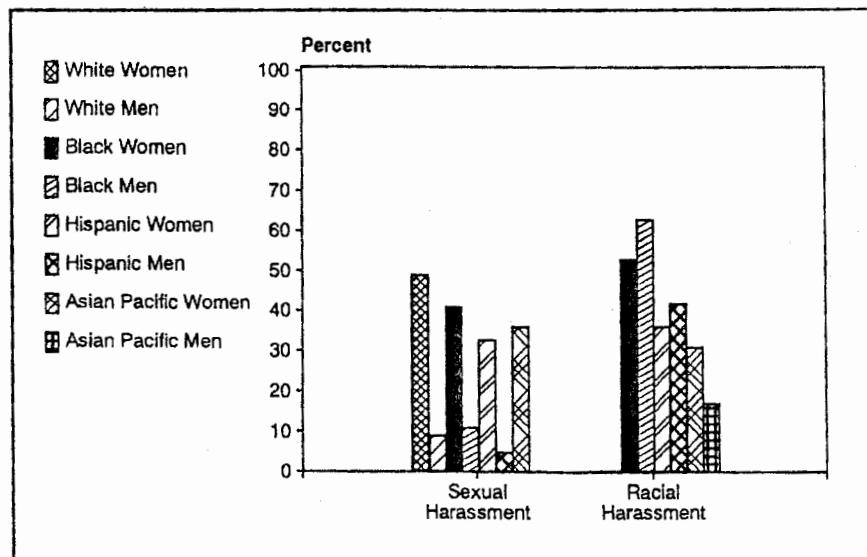
### Performance Appraisal, Feedback, and Recognition

- In general, minority females were more likely than minority males to express dissatisfaction with their performance appraisal and feedback.
- Minorities tended to be less satisfied than whites with performance appraisal and feedback.
- White men and women were most likely to view performance appraisal as fair.
- Asian Pacific American males were consistently least likely to be dissatisfied with performance appraisal, feedback, and recognition for good performance.
- Management and leadership courses were considered by all groups as the most important training for advancement.
- Asian Pacific American women and black women viewed training as more important for career advancement than whites and black men.
- White males and females and Asian Pacific American males rated the Midcareer Course as unimportant for advancement.
- In general, the most important factors affecting selection for quota courses were good performance, high potential, and personal recommendation. Hispanic women, however, viewed "politics as the most important factor."

**Figure 4. Feedback and Communication—Percentage of GS-07 to GS-15 Survey Respondents Who Felt There Was Not Enough Feedback**



**Figure 5. Adverse Work Environment—Percentage on Survey Reporting Sexual And Racial Harassment**



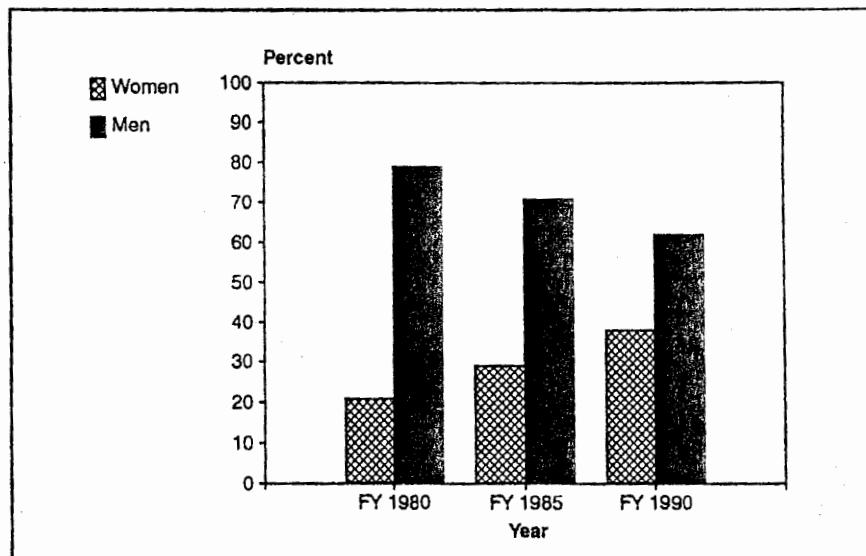
### Racial and Sexual Harassment

**Sexual harassment** was defined in the glass ceiling assessment survey as “deliberate, unwelcome, and repeated unsolicited verbal comments, gestures, or physical contact of a sexual nature.” Respondents were asked if they had ever been sexually harassed in the Agency and to select the unwelcome behavior(s) through a multiple-choice question. **Racial harassment** was defined as “pervasive behavior that creates a negative work environment or atmosphere on the basis of race, color, or national origin.” Again respondents were asked to select applicable choice(s).

- Almost 50 percent of all white women reported experiencing sexual harassment at the Agency; over one-third of black and Asian Pacific American women reported harassment; and one-third of Hispanic women reported harassment. Men in general reported little sexual harassment—black men, 11 percent, and white men, 9 percent.
- More than 50 percent of all black respondents reported racial harassment at the Agency; one-third of Hispanics and Native Americans reported harassment.
- Most incidents of sexual harassment involved verbal remarks.
- Asian Pacific Americans in general were least likely to report racial harassment at the Agency.

## Findings Based on Personnel Databases

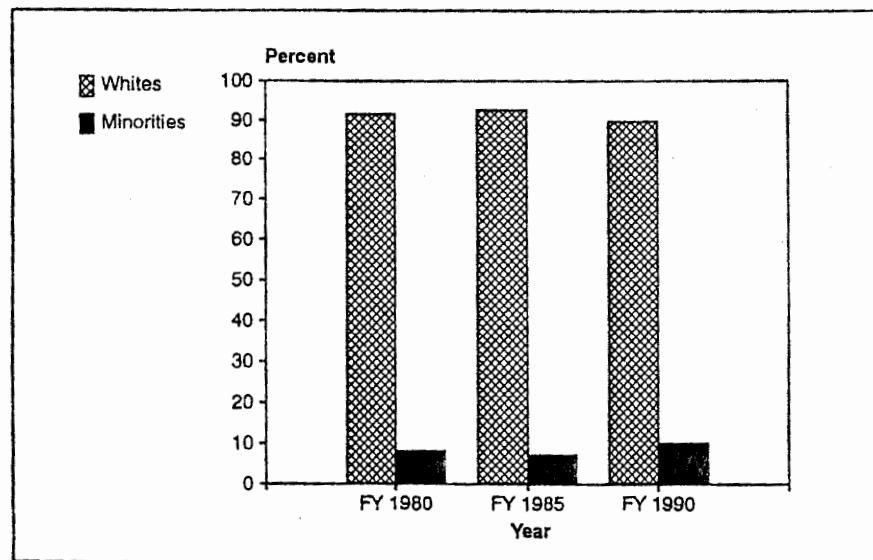
*Figure 6. Increase in Female Professionals, FY1980 to FY 1990*



### Group Representation—FY 1980-90

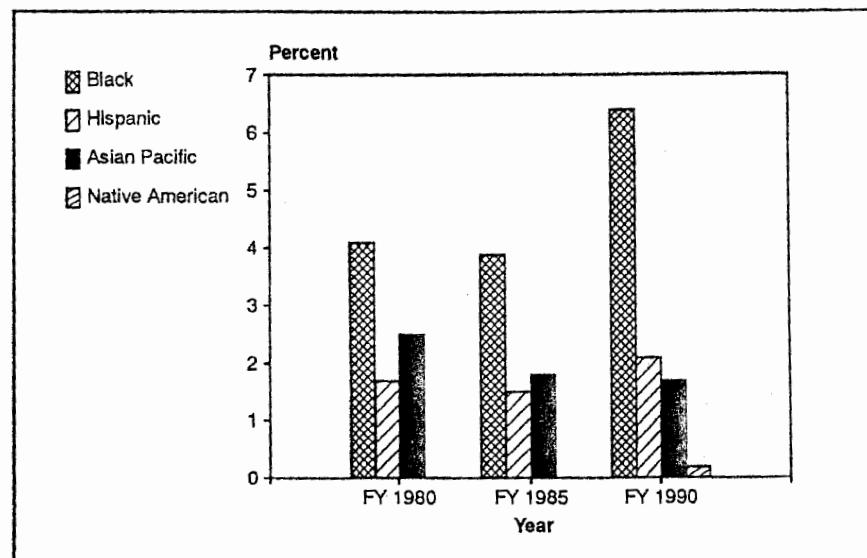
Women showed a steady increase over the decade and made up 38 percent of the total professional work force in FY 1990. The minority work force had grown slightly by FY 1990 to just over 10 percent of total professional work force. In FY 1990 blacks made up over 6 percent of minority professionals. Asian Pacific Americans—30 percent of minority professionals in FY 1980—decreased to 17 percent in FY 1990.

*Figure 7. Minorities Have Been a Small Proportion of the Agency's Professional Population . . .*



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**Figure 8. . . . But the Percentage of Minority Professionals Has Increased Since 1985**



#### Professionals in Each Group

Women and black professionals both increased in FY 1980, FY 1985, and FY 1990; but blacks still have the lowest percentage of employees in the professional ranks, with an average of 36 percent for the three years examined. Asian Pacific Americans have the highest percentage of professionals, but show a slight decrease over the decade.

Percentage of Professional Employees in Each Group				
	FY 1980	FY 1985	FY 1990	Three-Year Average
Women	35	45	64	48
Men	74	77	82	78
White	64	67	78	70
Black	30	32	47	36
Hispanic	73	74	78	75
Asian	93	88	87	89

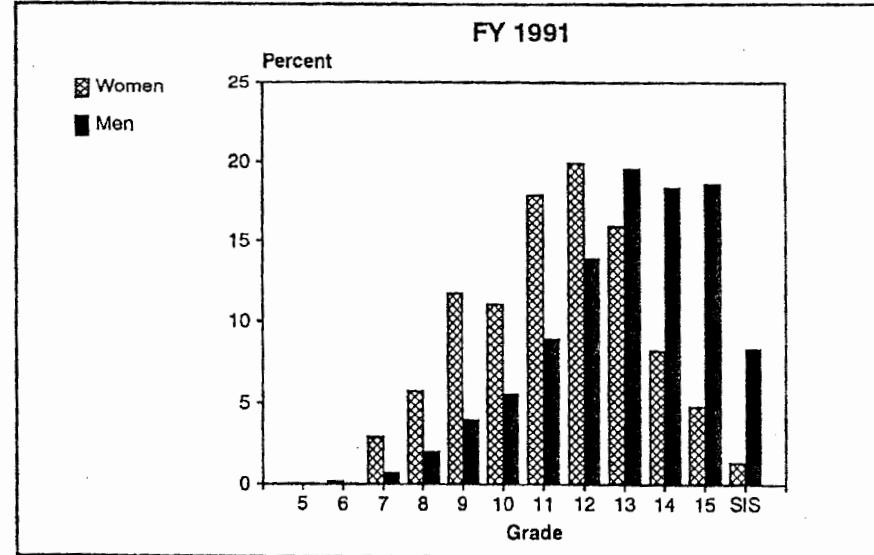
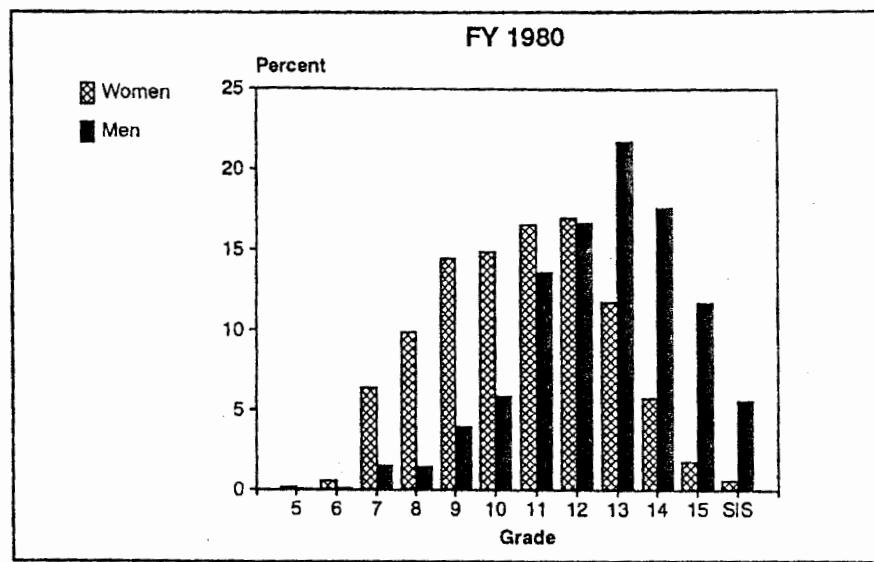
#### Percentage of Professionals by Career Service (Home Directorate)

The Directorate of Administration (DA) has the highest concentration of male as well as black and Hispanic professionals. The Directorate of Operations (DO) has the highest concentration of female and Asian Pacific American professionals. The Directorate of Intelligence (DI) has the smallest concentration of women and minority professionals.

### Median Grades for Women and Minorities

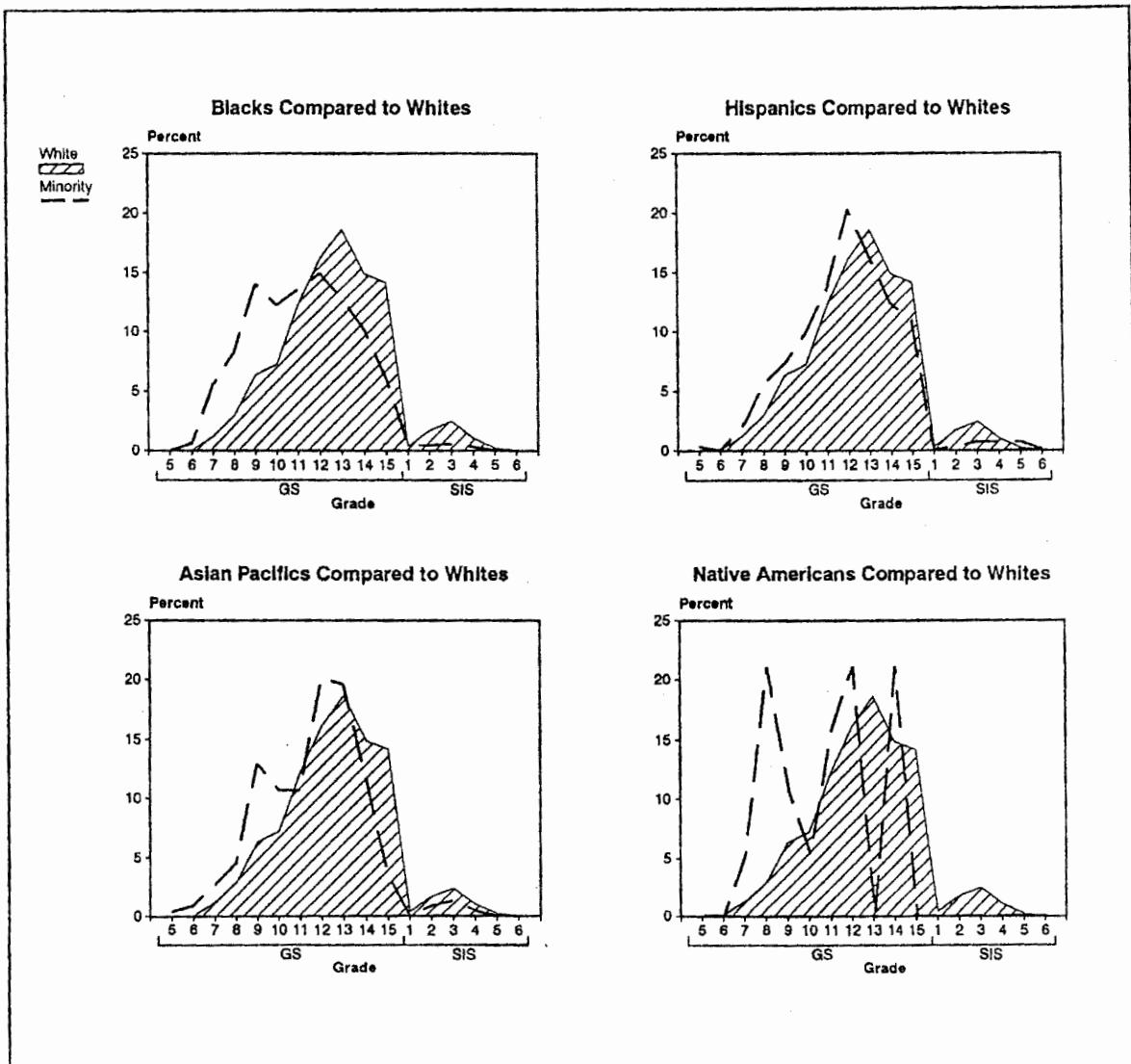
The median grade for females was GS-11 for FY 1980, FY 1985, and FY 1990, compared with GS-13 for male professionals. SIS females doubled in percentage in FY 1990 but still made up only 1 percent of female professionals. The median grades improved for blacks and Hispanics from GS-11 to GS-12 in FY 1990 but decreased for Asian Pacific Americans from GS-13 to GS-12 in FY 1990. All SIS minorities have slightly increased in percentage over a 10-year period.

**Figure 9. Grade Distribution of Professionals by Gender—1980 and 1991**



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*Figure 10. Grade Distribution of Professionals by Race/Ethnic Group*



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### Promotions—FY 1980, FY 1985, FY 1990

***Promotions Received by Women and Minority Professionals.*** Women received more promotions than males in all three years. For example, female professionals received 45 percent of promotions in FY 1990, though they comprised only 38 percent of the professional work force; however, their median promotion grade was GS-09 in FY 1990 and also FY 1985. The median grade increased to GS-10 in FY 1990. This compares with GS-11 median grade for males in all three years. Promotions for blacks and Hispanics were proportional to their overall makeup of the professional work force, but Asian Pacific Americans received fewer promotions.

***Average Months in Grade Before Promotion.*** Women professionals were promoted more rapidly after FY 1980 but still lag men. Average months spent in GS-13, GS-14, and GS-15 for women, however, are shorter than men at the same grade level by approximately 10 months in FY 1985 and FY 1990. Hispanic professionals spent the fewest average months in GS-08 to GS-12 grade levels when compared with whites, blacks, and Asian Pacific Americans in all three years. The opposite is true for Asian Pacific American professionals, who spent the most average months at the same grade level.

### Differences in Promotion Rates by Race and Sex

OIR's Methodology Center statisticians studied the promotion rates for two groups of Agency professionals: employees from 1980 through 1990 and employees from 1985 to 1990. They found that men averaged more promotions than women during both periods and that whites averaged more promotions than minorities from 1985 to 1990. (Note: It is possible that there just were not enough minority professionals from 1980 to 1990 to detect a difference over that period.) Finally, on top of the Agency-wide difference in promotions between men and women, there was an additional gap in men's favor in the DO career service.

***Age-Related Differences by Sex, 1980 to 1990.*** The mean number of promotions received by all professionals from the end of FY 1980 to the end of FY 1990 was 2.48. Men averaged more promotions than women during this period, and the number of promotions differed by age. For example, in comparing groups of 22-year-old men and women with the same grade in FY 1980, the men averaged 0.44 more promotions over the next 10 years. Thirty-year-old men in FY 1980 averaged 0.2 more promotions over the next decade than women of comparable age and grade. Considering the average number of promotions during the period (2.48), these are not trivial differences. The regression model also revealed differences by career service. During this period, those in the DA and DS&T career services averaged slightly more promotions than those in the DO and DI career services.

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**Differences by Race, 1985 to 1990.** The number of professionals in the Agency from 1985 through 1990 is larger than from 1980 through 1990 and includes significantly more minorities. The increase in minorities made it easier to detect differences by race and to identify differences among the career services. The mean number of promotions received by all professionals from the end of FY 1985 to the end of FY 1990 was 1.58. The tabulation below lists the average gap in the number of promotions between whites and minorities of the same age and grade in FY 1980. A positive number means whites averaged more promotions.

Career Service	Average Difference by Race (Promotions)
R (DS&T)	0.23
M (DA)	0.21
D (DO)	0.12
I (DI)	-0.05

There is essentially no difference by race in the DI; the differences in the other career services are not trivial, considering the mean number of promotions (1.58).

**Differences by Sex, Especially in the DO, 1985 to 1990.** As with the 1980 to 1990 model, average differences by sex were age related from 1985 to 1990. Men who were 27 in 1990 averaged 0.26 more promotions from 1985 to 1990 than women with the same 1985 grade and age; 40-year-old men averaged 0.13 more promotions. On top of this difference, men in the DO career service averaged 0.23 more promotions than women of the same age and 1985 grade during the period—the only career service that had this type of difference.

**Differences Among Career Services, 1985 to 1990.** There were slight differences in average numbers of promotions by career service for the period 1985-90. Those in the DI received slightly more promotions on the average than the others; those in the DA and DS&T were in the middle; those in the DO career service averaged fewest. (Note: As mentioned previously, however, being male in the DO compensated for this difference.)

**No Evidence That Academic Degree and Having Children Affect Promotions.** The promotion rate was unaffected by the individual's academic degree and whether the person had children under 21. (OIR researchers also checked to see if having children affected only women; it did not.) It did not seem unreasonable that academic degree would affect the grade assigned at EOD but not subsequent promotions.

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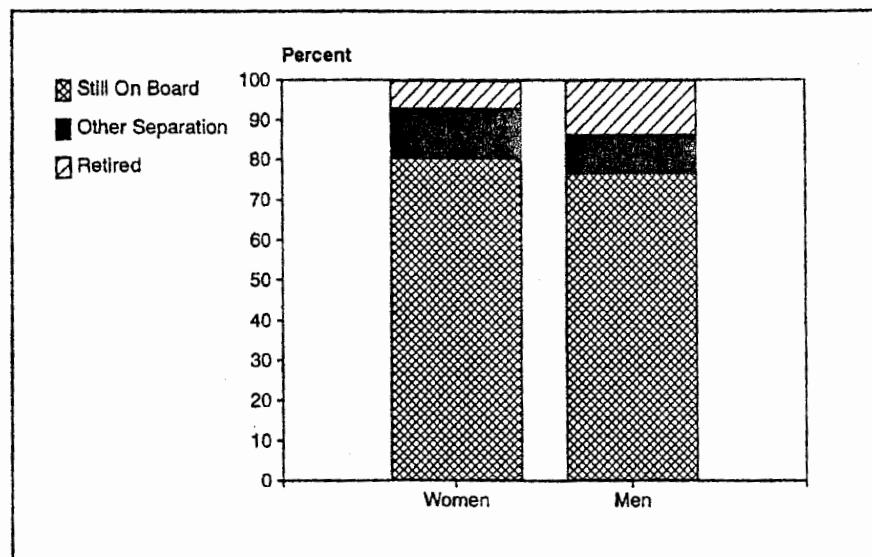
### Attrition and Mobility

Two groups were studied to determine trends in attrition and mobility among minority and women professionals. The 1980 group was reexamined in 1985 and 1990, and the 1985 group was followed up in 1990.

#### Attrition

***The Difference in Attrition Rates Between Men and Women Is Highly Significant.*** The general belief is that women are more likely to leave the Agency than men, but the study contradicted this. Five-year average attrition rate is 28 percent for men and 25 percent for women. Ten-year average attrition rate is 47 percent for men and 41 percent for women.

**Figure 11. Retirement and Other Separations by Gender, 1985-90**



***Analysis of Attrition Rates By Race Showed That Asian Pacific Americans Have Significantly Higher Five-Year and 10-Year Attrition Rates Than Whites. Blacks Have Significantly Lower Rates Than Whites, and Hispanics Are Not Much Different From Whites.*** Five-year average attrition rate for Asian Pacific Americans is 40 percent, compared with 21, 26, and 27 percent for blacks, Hispanics, and whites respectively. Ten-year attrition rate for Asian Pacific Americans is 60 percent, compared with 24, 42, and 45 percent for blacks, Hispanics, and whites respectively.

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**Attrition Rates by Career Service.** Two five-year attrition rates (1980-85 and 1985-90) and one 10-year attrition rate (1980-90) were examined. Both five-year attrition rates are the same in all Directorates. Regarding the 10-year attrition rate, the DO has the highest with 54 percent, and the DI has the lowest with 38 percent. Hispanic professionals have both the highest five-year and 10-year average attrition rates in the DO. Asian Pacific Americans have the highest attrition rates in the DS&T.

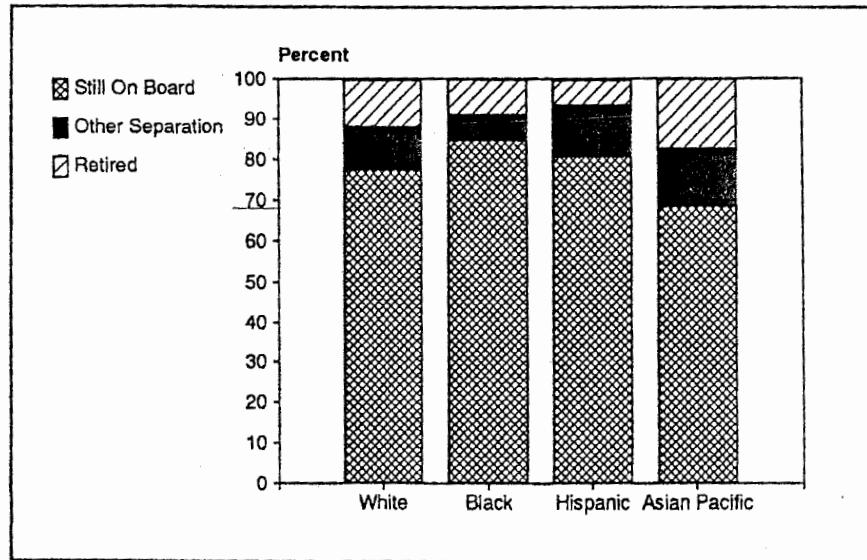
#### Mobility

Mobility rate is defined as the proportion of each group who had switched Directorates when the followup was done. (The rate does not include those who have left the Agency before the followup.)

**The Difference Between Men and Women Is Insignificant.** Twenty percent of men and women in the 1980 group switched Directorates by 1985. Analysis of the same group in 1990 shows that 26 percent of men and 27 percent of women switched Directorates. Twenty percent of men and 22 percent of women in the 1985 group switched by 1990.

**Asian Pacific Americans Have a Significantly Lower Mobility Rate and Blacks Have a Significantly Higher Rate Than Whites. Hispanics Are Not Much Different From Whites.** With the 1980 group, 7 percent of Asian Pacific Americans switched Directorates by 1990 compared to 28 percent for blacks and Hispanics and 26 percent for whites. With the 1985 group, only 7 percent of Asian Pacific Americans switched Directorates by 1990 compared to 23, 16, and 21 percent for blacks, Hispanics, and whites respectively.

**Figure 12. Retirements and Other Separations by Race, 1985-90**

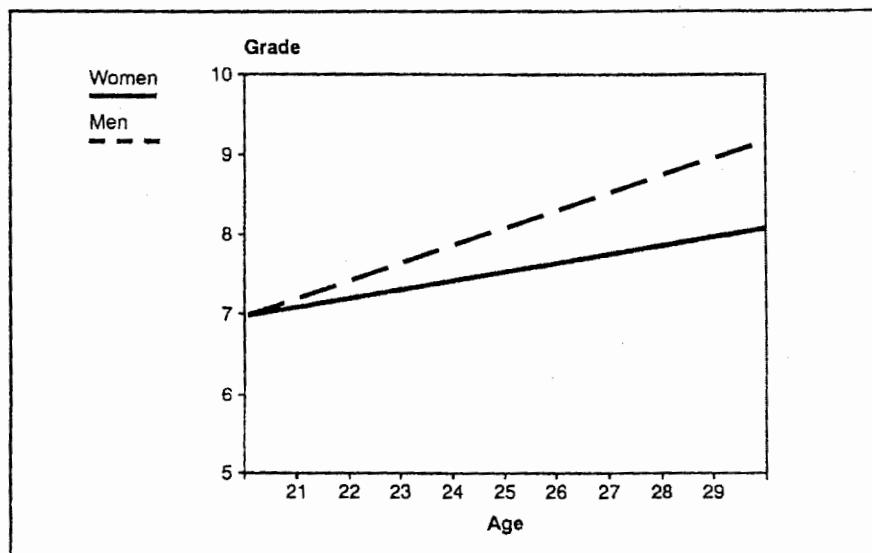


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***Mobility Rates by Career Service (Home Directorate).*** Interdirectorate mobility rates were examined during the same periods (1980-85 and 1985-90). Interdirectorate moves occurred most frequently in the DA and DI. Mobility rates could not be compared by race because of the small number of minority professionals who switched home Directorates during these periods.

***Grade at EOD—Differences by Sex But None Recently by Race.*** OIR's Methodology Center researchers studied the grades assigned at EOD in 1980, 1985, and 1990. They found that in 1980 whites averaged 0.6 grades higher than minorities with the same degree and the same age. There were no differences by race in 1985 or 1990. Differences between men and women widened with age; there was no advantage for 22-year-old male EODs compared to 22-year-old female EODs with the same degree, but by age 30 the difference was an entire grade or more—even in 1990.

***Figure 13. Differences in Grades Assigned to Professional Male and Female EODs with Bachelor's Degrees—FY 80, FY 85, FY 90***



Additional research would have to be done to find out why there has been an entry-level grade difference between certain groups. Each file would need to be examined manually because this information is not included in Agency personnel electronic databases.

There was no evidence that these differences by race and sex varied by career service. It is worth noting that the regression model indicated that in 1980 minority women lost out twice—once for their race and once for their sex.

As in 1980, in 1985 there were no differences by career service and no age-related differences in average grade at EOD between men and women with the same degree. At 22, women actually averaged one-quarter

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grade higher than men. Men and women were about even at age 24, and men average 0.5 grade higher at age 30 than women with the same degree. The study detected no significant difference by race, but there were few minorities hired in 1985 and even fewer (only 16) who made it into the regression model. If differences in EOD grade by race existed in 1985, there were too few minorities in the study to display them.

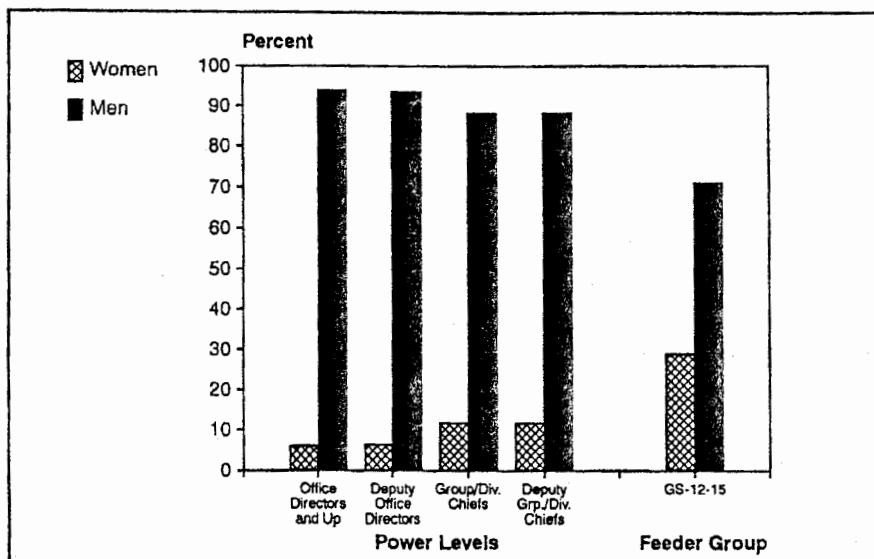
Among EODs in 1990 with bachelor's degrees, there were differences by sex and by career service but no statistically significant differences by race. Unlike the situation in 1985, this lack of significance cannot be attributed to too few minorities in the regression model—it is probably due to a real lack of differences by race. The tabulation below shows the variation in EOD grade between men and women of age 30 with bachelor's degrees. In each case, the average for men was higher.

Career Service	Grade Difference at Age 30
D (DO)	1.1
I (DI)	1.2
M (DA)	1.1
R (DS&T)	0.7

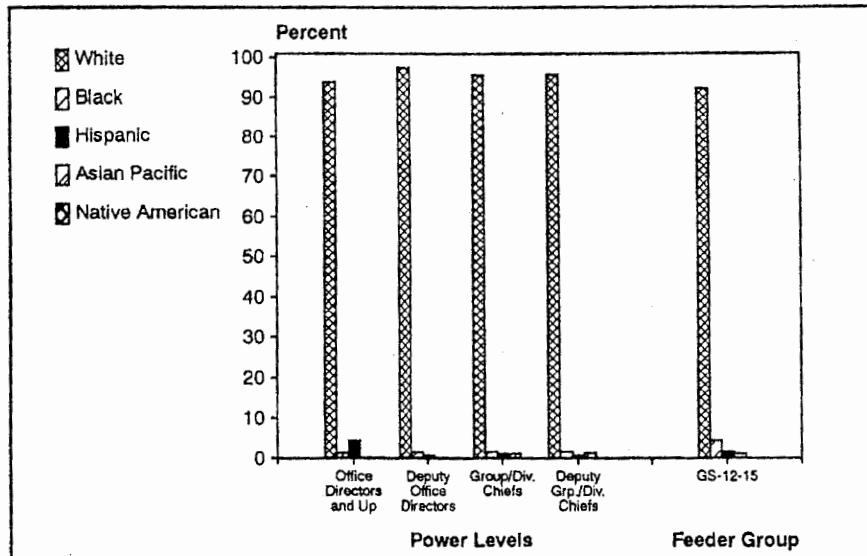
#### Women and Minorities in Power Positions

The study examined the Agency's senior power levels—occupied mainly by SIS officers—to determine who occupied those positions and what characteristics the individuals possessed. The study also identified GS-12 through GS-15 feeder positions for the power levels.

**Figure 14. Percentage of Power-Level Positions Held by Women and Men (as of September 1991)**



**Figure 15. Percentage of Power-Level Positions Held by Minorities and Whites (as of September 1991)**



**Representation.** About 90 percent of the power positions were occupied by white males. This contrasts with the fact that about 40 percent of all Agency professionals are women. Moreover, while the future may look brighter, the fact is that men occupy 70 percent of these feeder positions.

Minority groups have little representation in the top power structure of the Agency. Blacks occupy less than 2 percent of the top four power levels. The same is true of the other minority groups. With regard to the feeder positions, all minority groups are considerably underrepresented, although the situation has improved slowly over time.

**Education.** It is not clear that educational achievement above that required to gain entry into the Agency has any effect on advancement to the power levels. Typically, individuals occupying power levels have at least a bachelor's degree and about half possess an advanced degree.

In feeder group positions, men tend to have a statistically significant higher level of education than women. A note of caution is necessary, however, since educational data below the SIS levels may not be complete or up to date.

**Time-in-Grade.** In general, as of 30 September 1990, women in power positions have significantly shorter average time in their current grade. The same is true of women in feeder group positions.

There is no statistically significant difference regarding mean time in previous grade between men and women in power positions. But women in feeder group positions had significantly shorter mean time in previous grade than men.

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The small number of minority officers in power positions does not permit statistically valid generalizations about their time in current or previous grade. But in the feeder groups, analysis showed that blacks, Hispanics, and Asian Pacific Americans have spent significantly shorter times in their current grade. No significant differences exist among the groups, including whites, with regard to average time in previous grade.

**Key Assignments.** Analysis of the internal assignment process for the study groups in terms of line versus staff assignment was considered but discarded because the researchers could not obtain data on operational authority or budgetary control that could be firmly and consistently tied to power level.

There are indications that DO and DI assignments are important for advancement into higher management positions. This is only a tentative observation, which probably needs further study.

Analysis of individuals occupying deputy officer director positions and deputy group and division chief positions—feeder group positions—indicates that women had more assignments, on the average, than men. Further research is needed to determine the reason.

With regard to racial and ethnic groups, minorities occupying deputy group and division chief positions—feeder group positions—tended to have had significantly more assignments than whites.

**Time to GS-12.** To ascertain whether women and minorities progress at similar speeds as men, the time from EOD until promotion to GS-12 was calculated.

Males in power positions appear to have moved much more quickly to GS-12 than their female counterparts. It may be that women advance more slowly or that they began at lower grades.

With regard to minorities, the number was too small to generalize about minorities in power positions, but blacks in feeder groups spent a significantly longer average time from starting with the Agency until GS-12 when compared to whites, Hispanics, and Asian Pacific Americans.

## Recommendations

Organizational barriers to success for any group of employees are a detriment to the Agency mission. It is important that these barriers be addressed in visible ways that communicate the Agency's commitment to change. The Agency is already aware of some of the barriers to career advancement for women and minorities and has begun to address them through training and other efforts. It is important that the Agency continue these efforts, enhance them, and ensure that the results are communicated to all employees. Many employees raised concerns and questions about the Glass Ceiling Study. Some employees were very optimistic that the Agency would use the study in a positive way, while others believed that it would be "business as usual."

### Overall Recommendation

**The overall recommendation, intended to enhance the credibility of the study and obtain maximum results from this significant effort, is that the Executive Committee (EXCOM) take primary responsibility for implementing the recommendations of the study and that in doing this:**

- Use the councils already established as resources to help with the implementation plan.
- Develop a communication strategy to reinforce with employees the "strength through diversity" concept behind the Glass Ceiling Study.
- Authorize a followup study in three to five years to evaluate progress and implementation of the study recommendations.

***Recommendation 1: That the EXCOM examine the career assignment process in the Agency and set up a system that ensures fair representation of women and minorities at all organizational levels. More specifically:***

- Identify key line and staff positions and use this information as a baseline for measuring assignment progress for specific groups.
- Establish a process to assure that women and minorities are systematically considered for key assignments, particularly in line positions, early in their careers.
- Establish a tracking system to monitor the results of the process.
- Ensure that career-related panels have clear, consistent, and objective criteria for promotions and assignments and have minority and women representatives.
- Develop an Agency-wide assessment process to identify early the career potential of all employees, particularly women and minorities.
- Develop a training and development program to enhance the advancement potential of women and minorities.

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*Recommendation 2: That the EXCOM pursue more effective feedback and communication policies and practices:*

- Ensure that there is a mechanism to give employees performance feedback and that supervisors are held accountable for doing this consistently.
- Ensure that employees are given information about factors that affect advancement and about what the Agency and its employees can do to enhance career advancement and that this be done regularly and on an equal basis.
- Ensure that supervisors are effectively trained to provide both positive and negative feedback and coaching to a culturally diverse work force.
- Enhance the annual performance review by an Agency-wide process that uses advance work plans.
- Examine the value of providing consistent feedback to all employees on their Comparative Evaluation Rankings.
- Explore ways to improve and expand the Agency's rewards systems—including rewards for effective teamwork—particularly for employees below the SIS levels.
- Acknowledge and demonstrate management's commitment to the mentoring process.

*Recommendation 3: That the EXCOM address group stereotyping by enhancing awareness through cultural and gender issues training, and that, at the very least, [the EXCOM] assess the effectiveness of the multicultural and gender awareness training currently given in the Directorates.*

*Recommendation 4: That the EXCOM examine current policies on racial and sexual harassment to determine if changes are necessary, evaluate the effectiveness and appropriateness of existing racial and sexual harassment training programs, and make managers aware of the pervasive fear that employees have regarding filing grievances and making complaints without reprisal.*

*Recommendation 5: That the EXCOM communicate to employees the Agency's commitment to work and family policies that are consistent with an increasingly diverse work force; develop additional policies as appropriate; and communicate through training and other means the flexibility that managers have regarding the approval of parental leave, sick child leave, flexible working hours, job sharing, and part-time schedules.*

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**GLASS CEILING ASSESSMENT REPORT  
FOR THE  
CENTRAL INTELLIGENCE AGENCY**

**Prepared By**

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**DOCUMENT 2 of 2**

**May 5, 1992**

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**A**PPENDICES



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## OBSERVATIONS BY GENDER RACIAL/ETHNIC GROUP

A number of general observations and findings can be made when looking at the interview, focus group, and survey results as a whole. It is clear that a number of distinctions exist regarding employee attitudes that are related to the particular racial or gender composition of each group. As a result, the information that follows draws together common or recurring themes, and provides general statements about the consultants' impressions of the data. Our goal is to provide an overview of all data collected, as well as demographic information supplied by the Agency.

Note that the questionnaire contained a number of items relating to the degree of "empowerment" employees felt with respect to issues such as control over assignments, promotions, and career. Responses to these items should be interpreted cautiously. Many focus group participants indicated to the consultants that they felt it was their responsibility to work with the Agency management in guiding and developing their careers. They strongly supported the notion, however, that they are not partners with the Agency in their own development. They indicated that the subjectivity of the promotion criteria at the Agency denied them the ability to chart an appropriate career path in many instances. Responses to questionnaire items regarding empowerment, therefore, should not be interpreted to mean that a particular group is less likely to be proactive in guiding their career path. Rather, the questions are simply intended to determine how employees perceive the level of control they have over their career advancement. They cannot be used to support inferences about how employees act.

Most of the information in the following section is inferred from data provided by employees, although some is a result of consultant observations and impressions formulated in discussions with management and personnel.

### Women

Women at all levels of the Agency tended to think their career advancement was made more difficult by competing demands for time from work and family. The most significant finding in relation to family responsibilities is the number of men and women who perceive family responsibilities to be a barrier for women. This sentiment was acknowledged by a number of male interviewees and focus group participants who indicated the perception that women's careers at the Agency frequently derail due to family pressures.

This assertion is supported by the demographic data assembled by the Agency. Data indicate that, from FY-81 to FY-91, the leading cause for separation for women at the GS 11 level and below was "personal factors" (25.6 percent). Within the

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**APPENDIX A:**  
**Observations by Gender and Racial/Ethnic Groups**



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subcategories of "personal factors," family responsibilities accounted for the largest proportion of separations (just over 55 percent).

At each grade level, including SIS, a higher percentage of women than men in every racial group have no children. For example, a review of SIS questionnaire respondents indicates that only 38 percent of female respondents reported having children, while 89 percent of male SIS respondents have children (Table 1, page A.2/T1). Of those SIS respondents who have children, only 29 percent of the women reported they had never made career decisions because of their children, while 73 percent of the males gave the same response. Table 2, page A.2/T2, shows the percentages of men and women from GS 7 through GS 15 with children, as well as the percentages of those employees who have had their career affected by responsibilities for children.

Having a spouse who also works for the Agency is another potential source of family conflict. About a third of most groups report having Agency spouses; only 16% of Black women do (Table 2). Interestingly, half the minority SIS respondents have an Agency spouse (Table 1). The men were much more likely than the women to report that having an Agency spouse did not affect their careers at all. Many of the women felt they had actually become better known in the Agency because of their spouses.

Less than a third of all groups, GS 7-15, mention having to care for elderly parents (Table 2). More men than women report having this responsibility. A much higher proportion of SIS officers, particularly White men, have responsibilities for elderly parents, probably because they are older (Table 1).

Women feel that family responsibilities have hindered their career more than men, although not dramatically. The one exception is Black women. Only 37% report having made some career decisions because of their children (as compared to a high value of 59% of Asian women). White female SIS officers were less hindered by family responsibilities (only 30% compared to 42% of white women in GS 7-15).

An analysis of separation from the Agency obtained during exit interviews of [redacted] employees, from 1981 to 1991, indicates that the primary reasons given for separation are retirement, job factors, and personal factors (Appendix H). Job factors include better advancement, career change, and general dissatisfaction, while personal factors include pursuit of additional education, personal interests, a better job, or family responsibilities (44.45 percent left due to retirement; 19.45 percent left due to job factors; and 11.02 percent left due to personal factors). Family responsibility is the most important factor in separation by those citing personal reasons (32.26 percent). Within the category of family responsibility, the most often cited reasons included responsibility for children or maternity (11.44 percent).

**TABLE 1**  
**SURVEY DATA SIS**  
**EFFECT OF FAMILY ON CAREER**

	WHITES		MINORITIES
	M	F	
<b>CHILDREN</b>			
% respondents with children	89	38	92
% of respondents w/children who have made some career decision because of associated responsibilities	27	71	36
<b>SPOUSE</b>			
% respondents with Agency spouse	39	40	50
% of respondents w/spouse with no effect on career	83	61	67
<b>ELDERLY PARENTS</b>			
% respondents caring for elderly parents	67	36	42
% of respondents who felt family responsibilities hindered career	14	30	13

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TABLE 2

**SURVEY DATA GS7-15**  
**EFFECT OF FAMILY ON CAREER**

	WHITES		BLACKS		HISP.		ASIANS		NAT.AM
	M	F	M	F	M	F	M	F	
<b>CHILDREN</b>									
% of respondents with children	68	44	66	64	58	33	50	40	67
% of respondents with children who have made some career decision because of associated responsibilities	49	55	38	37	28	45	27	59	17
% of respondents with children who have been treated differently in their career because of having children	15	30	11	20	8	27	7	41	33
<b>AGENCY SPOUSES</b>									
% of respondents with Agency spouse	34	32	27	16	26	27	27	41	11
% of respondents w/spouse w/no effect on career	81	49	79	69	82	56	50	53	0
% of respondents w/spouse who became better known	17	22	11	23	9	0	25	12	100
<b>ELDERLY PARENTS</b>									
% of respondents caring for elderly parents	31	23	35	23	28	9	37	17	22
% of respondents who felt responsibilities hindered career	26	42	21	33	20	42	14	46	50
% of respondents who felt responsibilities were a barrier or hindrance to advancement	36	43	33	47	29	59	20	56	25

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When separations are broken out by gender, personal reasons are given much more often by women than by men. For example, 22.21 percent of women cited personal factors, while only 7.08 percent of men provided the same answer (Appendix H). This relationship also holds when male and female responses are broken out by grade category (e.g., GS 11 and below, and GS 12-15).

Looking at categories within personal factors, women are much more likely than men to separate due to family responsibilities. For example, 35.02 percent of women, citing personal reasons, indicated that responsibility to children was their primary motivation, while only 2.51 percent of men gave the same response. Differences within the personal factors category did not vary significantly by race or grade level, indicating that gender is the most important variable in personal reasons for separation (Appendix H).

Although this data supports the perception of family responsibility as being a potential barrier for women, it is dangerous to generalize this to all women at the Agency. There are two issues: the actual barrier of family responsibilities (i.e., those with family responsibilities may have less flexibility to work long hours or work out of town for long periods); and the perceptual barrier that occurs (i.e., men may assume that all women are dealing with family responsibilities when in actuality they are not). As a result, women may not be given career opportunities equal to their male counterparts because it is assumed they have family responsibilities when, in fact, they do not. This perception also negatively impacts those individuals who adequately manage their family responsibilities so as not to impact their career choices.

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### White Women

Many White women felt that the Agency's multicultural efforts were long overdue, and were likely to have positive results. They felt that recent action in this area allows the Agency to recognize superior performance from women and minorities who will excel if given the chance.

A significant issue that surfaced for White women in particular was the dilemma they often experience in communicating with their male counterparts. They report having to walk a fine line between the cultural directives of "speak up and out more frequently" and "don't be pushy or confrontational." They report having to constantly monitor their communication and responses in order to be viewed as interpersonally effective and assertive (rather than being perceived as aggressive). They also report having to say things in an unemotional way and that being labeled as "too emotional" will significantly damage their career.

Another group of White women expressed the same views as White men regarding the Agency's efforts to advance women and minorities. Some women expressed the feeling in focus groups that the recent efforts toward multiculturalism have hindered the Agency's ability to demand superior performance. Some felt that minorities were promoted simply to provide a "quick fix" to traditional inequity. Like the White men, they agreed with concepts of workplace equality, but feared they might be moving too fast.

White women specifically felt they were visible "minorities" and that incidents such as sexual harassment had to be tolerated. They commented that they had to modify their behavior to fit into the White male culture (i.e., by laughing at jokes or disparaging remarks about women or minorities). The overall culture seemed to tell them that if sexual harassment occurred, they should not complain. Because of the culture of not "making waves" and not complaining, women have little recourse or support to confront issues such as sexual harassment. Whether it is mastering emotions, being overly cautious in communication or tolerating sexual remarks and jokes, the prime motivation is the attempt to fit into the dominant culture in the least disruptive manner.

The Agency's own statistics regarding EEO complaints supports the perception that women do not want to "make waves." There have been only 21 informal and 8 formal complaints regarding sexual discrimination lodged with the Agency's EEO officer since 1987. However, survey responses indicate almost half (49 percent) of White female respondents have experienced incidents of sexual harassment at the Agency (Table 19, page F.11/T19). Thirty-four percent of these, representing approximately 50 incidents, involved touching.

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White women consistently expressed the frustration that those who hold non-line positions for an extended period of time are deemed second class citizens by the organization. Women in staff positions see the contribution they make to the Agency's mission, but seldom feel recognized for their contribution. Some women did note a successful experience with staff jobs as a stepping stone to line positions.

In addition, White women report little or no control over assignments (49 percent); little or no control over CAT rankings (57 percent); less than enough or no on-going feedback (52 percent); and not enough or no feedback with CAT rankings (67 percent). (See Table 12, page F.4/T12, Table 14, page F.6/T14, and Table 15, page F.8/T15).

Black Men

Black men reported that "fitting in," networking, and supporting your peers and those above you are the most important characteristics for success. Black men participating in focus groups stressed the importance of having a personal style that reflected their view of the successful White male. Specifically, they noted that it was important for Black men not to be confrontational around Whites, and to try not to "stand out." Some described receiving feedback that their physical size was intimidating to Whites. They also thought it their responsibility to help Whites feel comfortable around them and shared the perception that they needed to mix with White groups in order to be successful.

Many mentioned performing to the level of or better than their counterparts and not being recognized. Even when they worked closely with White counterparts and performed as well in similar jobs, their White peers were promoted and they were not.

According to survey responses, 49% of Black men also felt they had little control over the assignment process (Table 12) and 53% viewed their promotion rates as being slower than their peers (Table 14). Many also reported feeling devalued and having their contributions go unrecognized from the GS 7 to the SIS level. In particular, 41% of Black men indicated that the career panel system is unfair because it favors a particular group (Table 14).

Black men were the group who reported the highest number of incidents of racial harassment (63 percent as shown in Table 19, page F.11/T19). This is significantly higher than Asian men (17 percent), Hispanic men (42 percent) and Native Americans (33 percent). Focus group and survey data indicate that while minority women and Native Americans generally had the lowest levels of satisfaction on their rate of promotions, Black men were much less satisfied than White men, and typically less satisfied than White women (Table 14).

Black male focus group participants from the GS 7-11 levels, expressed a great degree of dissatisfaction with the Agency's career support. They indicated that,

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although they had been actively recruited by the Agency, the Agency had failed to provide any on-going career support. On the other hand, Black males in the GS 12-15 focus groups felt better assimilated into the Agency culture.

Black men who are moving up in the organization expressed a strong desire to create a network at the SIS level to serve as role models and mentors for other Blacks in the organization.

#### Black Women

Black women tended to feel isolated, and furthest away from "fitting in" to the culture. They also expressed that they felt invisible. They felt that their most serious obstacle was that of stereotyping. Black women perceive that management expects they will be "marginal performers" or "be secretaries," and when they do excel, they are seen as exceptions.

They also believed that White managers, in general, were uncomfortable when working with them and were apprehensive about giving them feedback. Black women expressed receiving less than they needed or no feedback with their PARs (72 percent) and less than they needed or no feedback with Category Rankings (80 percent). (See Table 15, page F.8/T15.)

Black women reported it was important to not be too "animated" in their communications, or too confrontational or aggressive in their approach (Appendix E, question 5). They expressed a general sense of isolation and powerlessness. This was apparent in questionnaire responses regarding satisfaction and empowerment. Black women were more likely than men, in most racial categories, to indicate dissatisfaction and lack of control in the following areas: assignments (55 percent), category ranking (57 percent), and promotion chances (59 percent). (See Tables 12, page F.4/T12, and 14, page F.6/T14.)

Black women, more than any other group, seemed genuinely appreciative of the opportunity to get together with one another in the focus groups and share their experiences in relation to these issues. They expressed a general sense of isolation and frustration with regard to their fit and recognition as valuable employees. Additionally, Black women at senior management levels took more seriously than other groups their responsibility to be role models for members of their own group (D.11, question 21).

Black women were second only to Native Americans in expressing the view that they were not satisfied with their chances for promotion (Table 14). Black women, along with Hispanic women, were most likely to indicate they were not satisfied with the degree of recognition they receive for good performance (Table 15).

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Forty-one percent of Black women reported they have been sexually harassed, second only to White women, at 49 percent (Table 19, page F.11/T19). Fifty-three percent of Black women reported being racially harassed, a higher level than Asian women at 31 percent, Hispanic women at 36 percent, and Native Americans at 33 percent (Table 19).

### Asians

Asian groups did not typically express attitudinal patterns similar to other minority groups. In particular, Asian males expressed the least dissatisfaction with their promotion rates, the career panel system, and with performance appraisals and feedback (Tables 14, page F.6/T14, and 15, page F.8/T15). They appeared to be the least dissatisfied of all groups with the degree of career support they have received from the Agency (Table 9, page F.2/T9), and were least likely to indicate that politics plays an important role in receiving assignments (Table 12, page F.4/T12). They were also the least likely of all minority groups to indicate they had been racially harassed (Table 19).

Overall, Asian males seemed to have internalized the Agency's model for success. Agency statistics indicate that Asian males in the DS&T have the highest rates of attrition, but there were no indications in our data that Asians in the DS&T were any more dissatisfied than Asians in other directorates. Although Asian men reported some of the lowest levels of dissatisfaction on survey items, they do perceive a number of barriers affecting them. For example, one-third are dissatisfied with their degree of control over their career (Table 9), and just under one-third (30 percent) are dissatisfied with the Agency's career development system (Table 9). Two of every five Asian men feel they have little control over assignments, and over one-quarter (27 percent) feel they have little control over their promotion chances (Tables 12 and 14). A clear majority (60 percent) of Asian men feel there is not enough CAT feedback, and over one-third (37 percent) believe there is not enough ongoing feedback (Table 15).

Asian women were generally less likely than other minority women to express dissatisfaction with promotions, assignments, and career advancement, but were generally not as satisfied as the Asian men, or as satisfied as men generally (Tables 9, 12 and 14).

Asian SIS respondents echoed the attitude of White males regarding the Agency's multicultural effort. Although they viewed it as a positive step, they also expressed the concern that the Agency was not pursuing the effort in a methodical and measured manner. Their sentiment was that the Agency should slow down, pay attention to people as individuals, and take the time to "do it right." However, most Asian focus group participants felt that the multicultural program could bring about positive results. They reported that the program is informative, and that it may raise the general level of awareness regarding multiculturalism and serve to "build bridges."

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They also noticed some White male "backlash" and indicated that the Agency should recognize this.

Asians were also likely to point to language as a barrier to advancement. Here there were a number of differences between native-born and foreign-born Asians. Survey results indicated that foreign-born Asians were more than five times as likely to report that oral and writing skills had hindered their advancement.

There were also important differences in attitudes by nativity. These are summarized below.

1. Foreign-born Asians were almost twice as likely to report dissatisfaction with their promotion rate (44 percent to 23 percent).
2. Foreign-born Asians were almost two times as likely to report they had little or no control over their PAR (37 percent to 19 percent).
3. U.S.-born Asians were much more likely to view their CAT as "fair" (68 percent to 47 percent).
4. More U.S.-born Asians reported being in supervisory positions (29 percent to 7 percent).
5. More U.S.-born Asians indicated that they aspire to be a supervisor (87 percent to 51 percent).
6. U.S.-born Asians reported aspiring to a slightly higher grade level (median of SIS 1 versus a median of GS 15).

Asian focus group respondents expressed the view that the price of advancement was having to shed one's culture and become a "counterfeit" White. Specifically, they indicated that some Asian cultures emphasize group participation and "getting along." In addition, many Asians downplay their individual contributions. Since Asians tend to be reserved, they are often not perceived as leaders. They perceive that their group orientation and tendency to downplay taking individual credit for accomplishments was fundamentally at odds with the career panel process which emphasizes "go-getter" qualities and high visibility. They argued that since Asians do not "self promote," they were more likely to have to "prove" themselves (E.22, question 4).

Asians also noted that the orientation toward teamwork may work to their disadvantage in moving around the Agency. They believed they were less likely to move to another office or Directorate because they place a high value on good

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working relationships. For example, Asians may tend to stay longer in one Directorate after establishing a good working relationship with a supervisor (E.17, question 3).

### Hispanic Men

Hispanic men at the Agency tended to believe it was necessary to actively manage their own careers. One focus group asserted that their concept of mentoring and networking meant they needed to consciously develop the concept of "patrons." This refers to the importance of having individuals in the organization who would serve as sponsors in helping to create opportunities for career advancement. They noted that a critical factor in advancement at the Agency was the ability to take assignments in different areas. They also felt their ability to do this was attenuated by the practice of "assigning Hispanics to Latin America" (E.18, question 3).

Survey responses of Hispanic men seemed to indicate a middle ground in terms of satisfaction and prospects for advancement (Table 9, page F.2/T9). While they generally were not as optimistic as White or Asian men, they tended to express less dissatisfaction than Black men or women, or Native Americans. What is notable is that they typically expressed greater satisfaction than Hispanic women. (See Table 9.)

Hispanic focus groups indicated that Hispanic employees who "look and act" White are perceived as being more successful at the Agency. This supports the assertion that to succeed in the Agency, employees' appearance and behavior must coincide with the White male model.

As was the case with Asians, foreign-born Hispanics were much more likely to indicate that their writing and oral communications skills had hindered their career development.

Hispanics indicate that the following factors hinder their advancement:

	Not Native English Speaking	Native English Speaking
Oral Style	31%	11%
Oral Skills	28%	2%
Writing Style	24%	2%
Written Skills	17%	4%

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### Hispanic Women

Questionnaire responses indicated that Hispanic women tend to respond to items regarding advancement and control in a similar manner to Black women (Table 9, page F.2/T9, Table 12, page F.4/T12, Table 14, page F.6/T14, and Table 15, page F.8/T15). They reported having little or no control over assignments (48 percent); little or no control over category ranking (64 percent); and little or no control over promotion chances (70 percent). Hispanic women also tend to see their promotion rates as being slower than their peers (47 percent); and were more likely to indicate lack of control over career advancement (61 percent). They were the group most dissatisfied with the Agency's career development system, and most likely to express dissatisfaction with the degree of recognition they receive (52 percent). (See Tables 14 and 15.)

Hispanic men and women expressed strongly different views about factors affecting their careers. For example:

- 1) 77 percent of Hispanic men were satisfied with the recognition they receive for individual accomplishments, while only 48 percent of Hispanic women were satisfied (Table 15);
- 2) Over half (52 percent) of the Hispanic women surveyed indicated that "politics" plays an important role in receiving good assignments, while 30 percent of Hispanic men gave the same response (Table 12);
- 3) Hispanic men (65 percent) were also much more likely than Hispanic women (42 percent) to express satisfaction with the career development system (Table 9); and
- 4) Hispanic men were much more likely to express satisfaction with the degree of control they had over their careers (65 percent) than Hispanic women (39 percent, Table 9).

In contrast to these findings Hispanic women, more than any other group (including White men), aspire to be supervisors (88 percent) and 88 percent of the Hispanic women predict that they will become supervisors by the time they leave the Agency (Table 12). Thirty-three percent of the Hispanic women report being sexually harassed and 36 percent report being racially harassed (Table 19, page F.11/T19).

### Native Americans

Native Americans formed the smallest minority group at the Agency, and tended to express the sentiment that they are "invisible" and had little influence in the Agency. Because of the small number of Native Americans within the Agency, it was not possible to separate respondents into male and female categories. What is clear,

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however, is that the survey responses for all Native Americans reflect the expressed feeling of "invisibility." Native Americans expressed more dissatisfaction on survey items than any other group (Table 9, page F.1/T9, Table 12, page F.4/T12, Table 14, page F.6/T14, and Table 15, F.8/T15). They were the group most likely to indicate dissatisfaction with their promotion chances (78 percent), their promotion rate (78 percent), and the amount of recognition they receive for individual accomplishments (56 percent). They are second only to Black women in asserting that the career panel system is not fair. They reported often feeling on the outside and that it is the "rising stars" who are on the inside track. They expressed dissatisfaction with their supervisors, specifically for not mentoring them and providing them with the on-going feedback needed to advance in the organization. (See Table 7, page B.4/T7, Table 12, Table 14 and Table 15.)

Native Americans were also the group most likely to feel little or no control over a number of career factors, such as assignments (89 percent), CAT (89 percent), and promotion chances (78 percent). They were most likely to indicate there was not enough feedback with their PAR (56 percent) and not enough or no feedback with category ranking (78 percent). (See tables 12, 14, and 15.)

Generally, responses from Native Americans mirrored those of Black and Hispanic women. Looking at survey and focus group responses in total, these three groups expressed the highest levels of dissatisfaction, and were least likely to feel "empowered."

#### White Men

White men at the Agency are divided into subgroups regarding their overall impressions of glass-ceiling issues, and multiculturalism.

There is a distinctive group of White males at the Agency who are slightly older than average, and who have worked at the Agency for many years. These men feel a profound sense of loyalty and commitment to the Agency's mission. Although all employees exhibited this characteristic, loyalty to the Agency was a particularly important concept for this group, and was heightened by their tenure.

These men have been with the Agency for a number of years and have internalized the norms and culture of the Agency. However, relatively recent developments within the Agency regarding multiculturalism, female and minority representation on career panels, and Affirmative Action, have left them concerned about the Agency's shifting values. It is almost as if they see efforts to work more effectively with all people as mutually exclusive from the 'mission' and purpose of the organization. The primary mission is to complete the work. The concern for people is seen as irrelevant or secondary at best. For this group, the present is a time of change and readjustment, which is an unsettling proposition, given where they are in their careers (E.30, question 6).

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A second group of White males view the multiculturalism effort as taking positive steps. These employees are primarily in the GS 12-15 levels and would like to eventually join the SIS ranks. Focus group participants indicated they thought the Agency's recent efforts regarding the advancement of women and minorities might "polarize" employees. They fear this polarization might disrupt their working relationships, and cause divisiveness that would be counterproductive to the Agency (E.53-54, question 15). Even with this concern, this group thinks the multicultural effort has benefits that are worth the risks.

Neither group of White males explicitly disagrees with the concepts of Affirmative Action or multiculturalism. In fact, the White males generally agree that the Agency's efforts are positive steps. However, they see competition increasing as more women and minorities strive for the same jobs. Particularly at a time of downsizing, when promotions may be scarce, this poses a more intense threat to anyone waiting to advance in the organization (E.53-54, question 15).

There is a third category of White males who strongly support the multicultural effort. These range from the GS 7 level to the senior intelligence officers. The major concern for these individuals is not that the effort be undertaken and maintained, but that it be carried out with foresight and planning to ensure its success. They report it should be done with a high degree of sensitivity and concern to all parties involved. They indicate that standards should be maintained for performance (E.24, question 5). With respect to the multicultural effort, they recommend that a long-term view be taken; that the effort be taken slowly to minimize resistance; and that it be given time to produce results before being evaluated. Many mention the efforts of some Directorates, especially the DI, in taking steps to address these concerns.

With regard to promotional opportunities, White male respondents perceived these differently depending upon grade level. For example, when asked if their rate of promotion was comparable to others in their occupation, 42 percent of the GS 12-15 group said their rate of promotion was slower than their peers. In contrast, only 23 percent of the GS 7-11 group gave the same response.

When asked whether or not they had lost an assignment to someone who was less qualified, 55 percent of the GS 12-15 group said "yes," while only 23 percent of the GS 7-11 group responded similarly. Also, when asked how much control they had over their promotion chances, only 35 percent of the GS 12-15 group felt they had a "moderate" level of influence, compared to 49 percent for the GS 7-11 group. Thirty-two percent of the GS 12-15 group expressed the opinion that they had a "low" level of influence over their chances for promotion, compared to 21 percent for GS 7-11.

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The GS 12-15 group was most likely to view the career panel system itself as a fair mechanism for determining promotions. Their dissatisfaction may stem, not from the career panel process itself, but from how they perceive its application.

Focus group and questionnaire data indicate that White males often expressed the concern more forcefully than other groups that performance and ability are not as important in promotions or assignments. Many believe that they were "passed over" by a less qualified person when assignments or promotions were made.

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## **APPENDIX B:**

**Observations from Focus Groups and Interviews**

**(with the Top 11 Intelligence Officers and SIS Officers)**

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## OBSERVATIONS FROM FOCUS GROUPS AND INTERVIEWS

(with the top 11 intelligence officers and SIS officers)

In viewing focus group and interview responses as a whole, some common themes, as well as distinctions between group responses, can be observed. The data suggest that there are important differences in how employees feel about opportunities for advancement in the Agency, as well as the overall objectivity of promotion mechanisms. Exactly who has the advantage or "inside track" to the top depends upon whom you ask.

Some of the most important distinctions in opinions between groups of respondents fall under the following categories:

- o Qualities for success
- o Assignments
- o Advancement
- o Career Panels
- o Performance Appraisals

### 1. Qualities for Success

Employees at different levels of the Agency cite different qualities as being important to success. TABLE 3, page B.1/T3, summarizes typical observations offered by the top 11 intelligence officers, as well as by the  SIS personnel interviewed. The top 11 cited intuition, performance and results, risk-taking, avoiding specialization, and securing high-visibility line assignments as the most important criteria for success. SIS respondents were in agreement with these criteria (although they did not mention line assignments), but mentioned a number of additional factors. These included technical skills, people skills, flexibility, and honesty/integrity.

Minority and female SIS respondents also mentioned these factors, but were much more likely to mention factors such as networking and political savvy. Asian respondents were unique in the sense that they stressed the importance of "treating people well" (D.8, question 1A).

Groups also differed somewhat in their opinions of the causes for derailment of successful careers. The top 11 tended to believe that women frequently derailed because of excessive time demands, or because they failed to move around the Agency, preferring to remain in one place (C.3, question 7). SIS respondents did not

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SIS INTERVIEWS**

QUALITIES FOR SUCCESS	TOP 11	SIS
Intuition 'savvy' successful, "bubble to the top"	X	X (1)
Good performance and results	X	X
Risk taking	X	X
Avoiding specialization	X	
Technical skills		X
People skills		X
Flexibility		X
Being honest/personal integrity		X
Team building		X (2)
Networking		X (2)
Political savvy		X (2)
Treating people well		X (3)
Writing/speaking skills		X

ASSIGNMENTS FOR SUCCESS	TOP 11	SIS
Line	X	
High visibility	X	X

CAUSES OF DERAILMENT	TOP 11	SIS
Lack of people skills		X
Lack of team work		X
Lack of flexibility		X
Too confrontational		X
Women often can't handle time demands	X	
Not taking assignments in different areas	X	

(1) 81% of SIS interviewees

(2) Black males and females

(3) Asians

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stress either of these causes, but instead pointed to a lack of the skills and characteristics which they saw as critical to success for women, such as people skills, teamwork, or flexibility (D.8, question 12).

The differences between these two groups are subtle but important. Responses from the top 11 emphasized factors that were not clearly defined, such as intuition, performance and risk-taking. This emphasis reinforces the general belief that the best and the brightest will have "savvy" and "bubble to the top" (C.1, question 1), (D.1., question 1).

SIS responses, on the other hand, tended to emphasize specific job-related skills (e.g., technical skills, interpersonal skills, and team-building). This is perhaps a function of a general orientation toward upward mobility, and acquiring the necessary skills to move upward through the Agency. Alternately, it is probably the case that most SIS respondents are located in managerial functions, and see these skills as necessary to effectively perform their own jobs (D.1, question 1).

Minority responses emphasized job-related skills, but also stressed other mechanisms such as networking and political savvy (D.1-2, question 1). This is not surprising and is probably due to two related factors. First, much has been written about "old boy" networks as the key to advancement for White males. These networks were referenced numerous times during focus groups (E.17-23, question 3). Women and minorities have been encouraged since the 1970's to emulate these networks through mentoring programs and professional associations. Through these networks, individuals share information, gain political savvy, and ultimately advance within organizations. Second, White males have not overtly emphasized networking as a path to advancement since they have not traditionally viewed networks as closed (E.17-23, question 3).

The GS-7 through GS-15 respondents saw ability, aggressiveness, and political savvy as important success factors, but also mentioned having a "career first" attitude. For causes of derailment, they stressed family/job conflicts and maternity leave most often. TABLE 4, page B.2/T4, shows both the factors contributing to success and those contributing to derailment as identified by focus group respondents in the GS-7 through GS-15 categories. There is very little distinction in responses by race or gender category in either the qualities for success, or the causes of derailment. What is most notable is that this group has slightly different perceptions regarding these phenomena than the top 11 and the SIS officer groups.

Women and minorities consistently expressed the belief that by virtue of their sex or race, it was more difficult for them to be successful (an "insider"). In addition, Black and White females as well as Black males, cited prejudice or discrimination as important causes of derailment (E.39, question 8).

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**TABLE 4*****Focus Group Results: Qualities for Success and Causes of Derailment***

QUALITIES FOR SUCCESS (Focus Groups GS 7-15)	WHITES		BLACKS		HISP.	ASIANS
	M	F	M	F		
Ability			X			X
Aggressiveness	X	X	X			X
Political Savvy			X	X		X
Career first attitude	X	X	X			X
Had mentors	X	X				
<b>DERAILMENT</b>						
Family	X	X	X	X	X	X
Maternity leave	X	X	X	X		X
Lack of Assertiveness			X	X	X	X
Time demands						
Headroom						
Language skills						
Prejudice/Discrimination		X	X	X		
Spouse's career takes priority	X		X		X	X

An X means that Focus Groups generally agreed with the statement.

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For the GS-7 through GS-15 groups, time conflicts caused by work/family stress are the most commonly cited reasons for derailment. This fact is also reflected in the sentiment that it takes a "career first" attitude to be successful at the Agency. These comments are in contrast to the personal skills and characteristics seen as necessary by the SIS respondents (E.38, question 8; D.1, question 1).

## 2. Assignments

Focus group attitudes toward assignments are depicted in TABLE 5, page B.3/T5. All groups generally agreed that getting the right assignments is a crucial variable in advancement. With the exception of White women in the DS&T, women and minorities almost uniformly agreed that the process for determining who gets what assignment is very subjective. White males in the DI, DO, and DS&T echoed this belief, while some White males in the DA, and some SIS White males believed assignments were made on an objective basis (E.13-18, question 3).

White females stressed the belief that men generally get better assignments than women, and agreed with Hispanic respondents that assignments for ethnic minorities are typically limited to specific geographic locations. The primary complaint among Hispanic respondents was that, "Hispanics always get assigned to Latin America." Black males felt they were held to a different standard in the assignment process, and that criteria differed according to race (E.13-18, question 3).

Attitudes regarding assignments differed more along lines of race and sex than by Directorate, with the notable exception of the DS&T. In the DS&T, White males viewed the assignment process as "subjective" while White females viewed it as more objective (E.13-18, question 3). This is perhaps due to recent efforts in the DS&T to incorporate more female and minority representation on career panels.

The top 11 mentioned that women and minorities were not given opportunities for key line assignments early in their careers that would position them for good assignments later in their careers. The assignment issue is a clear barrier to women and minorities, since these employees are typically assigned staff positions, which have less visibility and importance than line positions (C.4, question 8).

## 3. Advancement

Focus group participants had definite ideas about opportunities for advancement. These ideas also differed by gender and race, and to some degree, by Directorate. TABLE 6, page B.3/T6, shows that SIS White males tended to believe that men had more advancement opportunity in the SIS ranks, and DI GS 12-15 White males agreed that White males tend to advance the fastest. However, GS 7-11 White

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**TABLE 5***Focus Group Results: Assignments*

	WHITE		BLACK		HISP	ASIAN	NAT.AM
	M	F	M	F			
Assignments are crucial to advancement	X	X	X	X	X	X	X
Assignment process is very subjective	X <sup>1</sup>	X <sup>3</sup>	X	X	X	X	X
Assignment process is very objective	X <sup>2</sup>						
Men get better assignments than women		X					
Whites get better assignments than minorities							
Ethnic minorities assigned by geography		X			X		
Criteria for making assignments different by race			X				
"Management" positions extremely imp. to get						X	

<sup>1</sup> DI, DO, DS&T<sup>2</sup> DA & SIS<sup>3</sup> DS&T excepted

An X means that Focus Groups generally agreed with the statement.

TABLE 6

## Focus Group Results: Advancement

	White		Black		Hisp.	Asian	Nat.Am
	M	F	M	F			
Rates of advancement equal for men/women	X				X		
White males advance fastest	X <sup>1</sup>	X	X				
Men generally advance fastest		X	X	X			X <sup>2</sup>
Women & minorities have advantage	X <sup>3</sup>						
Women are moving up fastest lately					X		X <sup>4</sup>
Men have advantage at higher grades	X <sup>5</sup>	X				X	
CT program key to advancement & recognition					X	X	
Women don't get good assignments		X <sup>6</sup>					
Women do well in staff functions		X					
Women are hired at lower levels		X				X <sup>7</sup>	
Minorities are hired at lower levels			X	X			X <sup>7</sup>
Female min. are hired at lower levels				X			
Agency gives full credit for ed. and exp.						X <sup>7</sup>	
White women move up faster than min. women			X				
Black men not moving up as fast as women			X				
Black women move faster than black men				X <sup>8</sup>			
Black universities not held in high esteem			X	X			

<sup>1</sup> DI GS 12-15 response<sup>2</sup> Only until 1980<sup>3</sup> GS 7-11 response<sup>4</sup> After 1980<sup>5</sup> SIS response<sup>6</sup> DO<sup>7</sup> Women & minorities seem to be at lower levels<sup>8</sup> DI, DS&T

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males expressed the belief that women and minorities now have the advantage (E.5-9, question 1).

White females tended to agree with the GS 12 to SIS White males that men generally rise through the system faster than women, and that White males move up the fastest. They also believed that women tend to do well only in staff functions, and that women are hired at lower levels than comparably qualified males (E.5, question 1).

Black males and females also agreed that minorities tend to be hired at lower levels, with Black females expressing the concern that they are hired at lower levels than anyone else. Black males and females also noted that the Agency does not hold Black universities in high esteem. Black females in the DI and DS&T expressed the view that Black females seem to be moving up faster than Black males (E.6-8, question 1).

The Asian, Hispanic, and Native American groups were less likely to make a definitive statement. The Asian group indicated that they thought the Agency gives full credit to everyone for education and experience, but that women and minorities seem to be hired at lower levels. Native Americans believed that men moved up faster until 1980, but that now women seem to be moving up at an increased rate. Hispanics also agreed that women seem to be moving up faster in the last few years (E.8-9, question 1).

Perhaps the most notable differences on the advancement issue are that White males tend to be split according to grade level and Directorate, while White females and Blacks expressed the belief that men generally have the advantage. Also, the DS&T emerges as a Directorate where Black women perceive they are doing well (E.7, question 1).

#### 4. Career Boards and Panels

Most groups felt that career panels evaluate subjective criteria. Asian and Hispanic groups believed that career panels evaluate a combination of subjective and objective criteria. TABLE 7, page B.4/T7, indicates that White females were evenly split on the issue, but women from the DA and in the SIS tended to state that criteria were subjective.

Only White males, Hispanics, and Black males in the DI believed that there is a strong to moderate relationship between the Performance Appraisal Report (PAR) and category rankings. White females in the SIS, Asians, and Native Americans tended to believe that there is little or no relationship between the PAR and category ranking (E.18-23, question 4). Most notably, all categories of women and minorities

TABLE 7  
Focus Group Results: Career Boards and Panels

	WHITES		BLACKS		HISP.	ASIAN	NAT.AM
	M	F	M	F			
No (or unclear) relationship between par & category ranking		X <sup>1</sup>				X	X
Career panels evaluate known objective criteria	X				X <sup>2</sup>	X <sup>2</sup>	
Career panels evaluate unknown or subjective criteria	X	X <sup>3,4</sup>	X	X	X <sup>2</sup>	X <sup>2</sup>	X
Strong or moderate relationship between par & cat. ranking	X		X <sup>5</sup>		X		
Changes of promotion due to random variables	X <sup>6</sup>						
Female & min. rep. on panels hurts W/M chances	X						
Category ranking not applied equitably	X	X	X	X	X	X	X
Political savvy & networking most important			X	X			X
Women's mistakes follow them forever	X						
Not enough feedback from Mgr.	X	X					
Performance is important						X	
Networking is important						X	

An X means that Focus Groups generally agreed with the statement.

<sup>1</sup> SIS

<sup>2</sup> Felt both types of criteria were used

<sup>3</sup> WF evenly split on objective vs. subjective criteria

<sup>4</sup> DA, SIS

<sup>5</sup> DI

<sup>6</sup> Time of day record considered & supervisor's writing ability

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agreed that category ranking is not applied equitably. Only the White male groups did not cite this as a factor (E.18-23, question 4).

Overall, White males tended to assert that career panels use known, objective criteria, and that there is a relationship between the PAR and category ranking. They also noted that recent efforts to incorporate female and minority representation on career panels has hurt the chances of White males. Consistent with the theme of adverse sentiment against White men, indications are that, although White males may tend to be comfortable with the procedural aspects of advancement (which have historically worked well in their view) there is a growing uneasiness with the purposeful effort to introduce female and minority representation on career panels (E.19, question 4).

##### **5. Performance Appraisal**

The theme of an adverse sentiment against White men is also presented in TABLE 8, page B.5/T8. As indicated groups are sharply divided along lines of race and gender. White males tended to believe that the performance appraisal system favored women and minorities, and that it was difficult for a supervisor to give a negative evaluation to a woman or a minority. In contrast, most women and most racial minorities felt the system favors White men. Only Black males were evenly split on the issue. White women in the DO and DA felt the system favored men generally but White males the most. White females in the DI and DS&T believed evaluations were equitable for men, women, and minorities (E.23-28, question 5).

##### **6. Sexual and Racial Harassment**

Both women and minorities indicated that sexual and racial harassment occurs at the Agency with some degree of frequency. Typically, the opinion was expressed that this harassment was not reported to the Agency EEO officer because no one wanted to be perceived as "making waves." There was general agreement that creating an issue over harassment could ruin one's chances for advancement. Complaining was not seen as something Agency culture tolerates, and complainers could quickly be cast as "outsiders" (E.49-52, questions 13 and 14).

TABLE 8

## Focus Group Results: Performance Appraisals

	WHITES		BLACKS		HISP.	ASIAN	NAT.AM
	M	F	M	F			
System favors women	X						
System favor minorities	X						
System favors white men			X	X <sup>1</sup>	X	X	X
System favors men			X <sup>2</sup>				
Evaluation same for men, women, and minorities			X <sup>3</sup>				
Hard to give negative evaluation to minority	X	X					
Evaluation applied equitably				X <sup>1</sup>			
System is subjective				X			
Networking/politics important				X			
Different criteria used for different groups						X	

<sup>1</sup> Evenly split<sup>2</sup> DO, DA<sup>3</sup> DI, DSAT

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**APPENDIX G:**  
**Summary of Survey Methodology**

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## SUMMARY OF SURVEY METHODOLOGY

### Methodology

The survey was sent to a sample of the full-time, professional, population at Agency headquarters. The population was divided first into those in grades GS-7 through GS-15, and second, SIS. The sampling of these two groups will be discussed separately.

The non-SIS sample was stratified on the basis of race and, for Whites and Blacks, gender, and career service. All Asians, Hispanics, and Native Americans (N.A.s) at the Agency, and at least 50% of all Blacks at the Agency, received surveys. The Blacks were sampled separately from within the five career services. Since statistical computations indicated that a minimum  people should be sampled from each career service, the sampling rate is greater than 50% for Blacks in certain career services. Approximately 8% of White men  and 12% of White women  were sampled to bring the total number of surveys sent out to  Table A1, page G.5, contains the exact sampling rates and response rates for the non-SIS sample.

The sample of SIS was also stratified on race, and for Whites, on gender. All Asians, Hispanics, Blacks, and White women in the SIS were sent surveys. Approximately 14% of the White men were sampled to bring the total number of surveys sent to SIS to  Table A2, page G.6, contains the exact sampling and response rates for the SIS sample.

Although the overall response was almost 50%, this was not the case for every group (see Tables A1 and A2). Most noticeable is the much lower response rate from the Blacks in many Directorates (as low as 26.9% for the Black women, GS-7 to GS-15, in the DO). The Black women, GS-7 to GS-15, in the DA and DS&T also had a low response rate (30.4% and 38.0% response rates, respectively), as did the Black men, GS-7 to GS-15, in the DI, DA, and DS&T (40.5%, 34.4%, and 33.3% response rates, respectively).

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The response rates for the White women, GS-7 to GS-15, were all above 50%, while all the response rates for the White men, GS-7 to GS-15, were above 50% -- except for the White men in the DO (45.2% response rate). The response rates for the Asians and Native Americans were very high, while the response rate for the Hispanics, GS-7 to GS-15, was slightly low.

The response rates for the SIS officers were generally quite high. However, one glaring exception is the extremely low response rate for the White men in the DS&T (20.8%). The White officers in the DO also responded poorly (only 38.5%). The low response rate of the Black SIS officers may be because they were also interviewed and may not have had time to complete a survey.

Table A3, page G.7, contains a summary of the sampling and response rates for the combined sample. The overall response rate was 51%, which is very good for this type of survey. This response rate is particularly good in this situation because many people who received surveys had already been interviewed or participated in focus groups. They did not have to also complete the survey. The final number of completed surveys was

#### Demographic Description of the Sample

The sample includes mostly professionals in grades GS-7 through GS-15  out of the  This group was the main focus of our investigation. Thus, the discussion that follows is restricted to these professionals.

#### Racial/Ethnic Composition of GS-7 through GS-15 Respondents

The breakdown of respondents by race is:

White	61%
Black	19%
Asian	9%
Hispanic	9%
N.A.	1%

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The racial composition of the sample does not reflect the racial composition of the population sampled. The minority groups are more highly represented in the sample than in the population, while Whites are less highly represented in the sample than in the population. This was necessary in order to have enough minorities in the sample for their statistics to be reliable.

#### **Gender Composition of GS-7 through GS-15 Respondents**

The sample consisted of half men and half women, both overall and for each race (approximately):

	<u>% Male</u>
Whites	50%
Blacks	46%
Asians	42%
Hispanics	57%
N.A.s	56%

#### **Career Service Composition of GS-7 through GS-15 Respondents**

The respondents were divided about equally among the DO, DI, DA, and DS&T career services:

DO	17%
DI	22%
DA	34% 35
DS&T	24%
DCI	2%

The respondents in each of the racial groups came from the five career services at approximately these rates as well.

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### Nativity Composition of GS-7 through GS-15 Respondents

Most of the Whites and Blacks were born in the United States or one of its embassies (98% and 99%, respectively). However, as expected, only 59% of the Hispanics, and only 47% of the Asians were born in the United States or one of its embassies (U.S.-born).

The foreign-born and U.S.-born Hispanics engage to a certain extent in different work at the Agency: more of the foreign-born are in the DO and DA career services, while more of the U.S.-born are in the DI and DS&T career services. Otherwise, they seem very similar, e.g., the percentages in the different pay grades are very close.

The foreign-born and U.S.-born Asians, however, seem to have different characteristics. The foreign-born Asians are quite a bit older (mean ages of approximately 45 and 35), and there are many more foreign-born women (66% of the foreign-born Asians are women as opposed to 48% of the U.S.-born Asians). In addition, these groups also tend to do different work at the Agency: 44% of the foreign-born are in the DA, and only 33% of the U.S.-born are in DA; 33% of the U.S.-born are in the DI, and only 22% of the foreign-born are in DI.

~~CONFIDENTIAL~~**TABLE A1: Sampling Numbers for GS-7 to GS-15 Population**

Group	Percent Sampled	# Sent Surveys	Response Rate	# in Sample
<b>White males:</b>				
DO	8.5%		45.2%	
DI	8.3%		56.5%	
DA	8.4%		53.7%	
DS&T	8.4%		58.6%	
DCI	8.1%		60.0%	
<b>Total</b>			<b>54.7</b>	
<b>White females:</b>				
DO	12.2%		50.5%	
DI	12.3%		52.5%	
DA	12.3%		57.6%	
DS&T	12.3%		57.0%	
DCI	12.2%		70.0%	
<b>Total</b>			<b>54.9</b>	
<b>Black males:</b>				
DO	83.3%		47.5%	
DI	100.0		40.5%	
DA	50.4%		34.4%	
DS&T	51.1%		33.3%	
DCI	100.0%		50.0%	
<b>Total</b>			<b>38.4</b>	
<b>Black females:</b>				
DO	50.5%		26.9%	
DI	52.6%		47.5%	
DA	50.5%		30.4%	
DS&T	51.0%		38.0%	
DCI	100.0%		50.0%	
<b>Total</b>			<b>34.6</b>	
<b>Hispanics</b>	100.0%		43.2%	
<b>Asians</b>	100.0%		57.0%	
<b>Native Americans</b>	100.0%		64.3%	
<b>TOTAL</b>	<b>16.2%</b>		<b>49.0%</b>	

**Notes:**

1. One Hispanic woman with a missing career service is included in the  above.
2. For purposes of these counts, respondents with a missing pay grade to be GS7 to GS-15.

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## Sampling Numbers for SIS Population

Group	Percent Sampled	# Sent Surveys	Response Rate	# in Sample
<b>White males:</b>				
DO	13.9%		38.5%	
DI	13.9%		166.7%	
DA	13.9%		55.6%	
DS&T	13.9%		84.2%	
DCI	13.9%		20.8%	
<b>Total</b>			<b>57.5</b>	
<b>White females:</b>				
DO	100.0%		44.4%	
DI	100.0%		75.0%	
DA	100.0%		75.0%	
DS&T	100.0%		78.6%	
DCI	100.0%		53.8%	
<b>Total</b>			<b>67.6</b>	
<b>Black males:</b>	100.0%		30.0%	
<b>Black females:</b>	100.0%		0.0%	
<b>Hispanics</b>	100.0%		57.1%	
<b>Asians</b>	100.0%		83.3%	
<b>Native Americans</b>				
<b>TOTAL</b>	<b>26.1%</b>		<b>59.4%</b>	

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## Sampling Numbers for GS 7 to SIS Population

Group	Percent Sampled	# Sent Surveys	Response Rate	# in Sample
<b>White males:</b>				
DO			44.0%	
DI			62.3%	
DA			53.9%	
DS&T			61.9%	
DCI			27.6%	
<b>Total</b>			<b>55.1%</b>	
<b>White females:</b>				
DO			50.0%	
DI			55.7%	
DA			59.4%	
DS&T			60.0%	
DCI			60.9%	
<b>Total</b>			<b>56.6%</b>	
<b>Black males</b>				37.9%
<b>Black females</b>				
Hispanics	100.0%		90 Males 57% 42% 56%	
Asians	100.0%			
Native Americans	100.0%			
<b>TOTAL</b>	<b>16.9%</b>			<b>51.0%</b>

## Notes:

1. One Hispanic woman with a missing career service is included in the  above.
2. Eighteen respondents had missing race, gender, or career service, or some "other" race that they filled in, so they could not be counted in this table.

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21 April 1992

APPROVED FOR RELEASE  
DATE: APR 2006

## MEMORANDUM FOR ALL EMPLOYEES

SUBJECT: The Glass Ceiling Assessment

1. In March 1991, my predecessor, Judge Webster, approved a recommendation for a study to determine whether or not artificial barriers to career advancement exist for women and minorities in the Agency. Such barriers are referred to as "glass ceilings." The Agency contracted with external consultants to conduct the study and produce a report. In January 1992, the Executive Committee (EXCOM) was briefed on the results and recommendations of the Study. The EXCOM is committed to sharing these results, and as a first step, I want to provide a copy to each employee. In addition, a copy of the detailed Appendices will be available in each front office for employees seeking further information.

2. The results of the Glass Ceiling Study present many challenges to our Agency at a time of great change not only in the world but within the Intelligence Community. We are called upon to rethink old ideas and traditional ways of doing business and challenged to use more creatively and effectively all of the resources available to us. Our employees are our greatest resource, and we must create an environment that provides opportunities for each employee to develop his or her potential regardless of gender or ethnicity.

3. I agree with the need for change as expressed in the Study's recommendations, and the Executive Director (EXDIR) will establish a task force to implement the recommendations. In addition, I have asked the EXDIR to conduct a semi-annual assessment of career panel membership to ensure that women and minorities are fully and fairly represented as required by Agency policy. We will also continue to support diversity training as a way to enhance our understanding of cultural and gender differences.

4. I urge each of you to read this report and embrace the need for actions which will prepare us to meet the challenges of our changing world. I encourage you to share your thoughts about the results and recommendations of the Study with representatives in the Office of Equal Employment Opportunity which has been designated the action office for this project.



Robert M. Gates  
Director of Central Intelligence

Attachment

~~CONFIDENTIAL~~**LIST OF TABLES**APPROVED FOR RELEASE  
DATE: APR 2006

**TABLE 1: Survey Data SIS -- Effect of Family on Career**

**TABLE 2: Survey Data GS 7-15 -- Effect of Family on Career**

**TABLE 3: The Success Model -- SIS Interviews**

**TABLE 4: Focus Group Results: Qualities for Success and Causes of Derailment**

**TABLE 5: Focus Group Results: Assignments**

**TABLE 6: Focus Group Results: Advancement**

**TABLE 7: Focus Group Results: Career Boards and Panels**

**TABLE 8: Focus Group Results: Performance Appraisals**

**TABLE 9: Survey Data GS 7-15 -- Aids for Advancement**

**TABLE 10: Survey Data SIS -- Aids for Advancement**

**TABLE 11: Survey Data SIS -- Satisfaction with Advancement**

**TABLE 12: Survey Data GS 7-15 -- Assignments**

**TABLE 13: Survey Data SIS -- Assignments**

**TABLE 14: Survey Data GS 7-15 -- Promotion and Career Panels**

**TABLE 15: Survey Data GS 7-15 -- Feedback and Performance Assessment**

**TABLE 16: Survey Data SIS -- Feedback and Performance Assessment**

**TABLE 17: Survey Data GS 7-15 -- Training**

**TABLE 18: Survey Data GS 7-15 -- Stereotyping**

**TABLE 19: Survey Data GS 7-15 -- Harassment**

**TABLE 20: Survey Data SIS -- Harassment**

**TABLE 21: Survey Data GS 7-15 -- Patterns Across Directorates**

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## POWER LEVELS

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LEVEL 1 -- OFFICE DIRECTORS AND ABOVE  
 LEVEL 2 -- DEPUTY OFFICE DIRECTORS  
 LEVEL 3 -- GROUP, DIVISION, AND BRANCH CHIEFS  
 LEVEL 4 -- OTHER SIS-1, SIS-2, AND SIS-3 OFFICERS NOT IN PREVIOUS LEVELS  
 LEVEL 5 -- ALL OTHER SIS-5 AND SIS-6 OFFICERS NOT IN PREVIOUS LEVELS (THESE INDIVIDUALS WERE RECOGNIZED AS HAVING SUBSTANTIAL POWER BUT WERE SERVING IN POSITIONS OUTSIDE THE MAIN SPHERE OF INFLUENCE, SUCH AS ON ROTATION TO OTHER ORGANIZATIONS) (b) (3)  
 LEVEL 6 -- ALL OTHER SIS-4 OFFICERS NOT IN PREVIOUS LEVELS  
 LEVEL 7 -- FEEDER GROUP - GS-12 THRU GS-15 INCLUDING THE EQUIVALENT TELECOMMUNICATION (TC) GRADES

LEVELS 5 AND 6 CONTAIN VERY SMALL NUMBERS OF PEOPLE AND ARE GENERALLY IGNORED THROUGHOUT THE ANALYSIS. MOVEMENT TO MORE SENIOR LEVELS OF MANAGEMENT IS ASSUMED TO BE SYNONYMOUS WITH MOVING UPWARD IN POWER.

## CAREER SERVICE DISTRIBUTION

BASED ON CURRENT CAREER SERVICE DESIGNATION, A FREQUENCY DISTRIBUTION BY POWER LEVEL WAS GENERATED TO DETERMINE IF DIFFERENCES BETWEEN CAREER SERVICES WERE APPARENT. THE PROPORTION IN EACH CAREER SERVICE IS NOT UNIFORM, WITH THE D, E, AND I CAREER SERVICES HOLDING A LARGER PROPORTION OF POSITIONS GENERALLY AT EACH SUCCESSIVELY MORE POWERFUL LEVEL. THE SHIFT IN CAREER SERVICES SUGGESTS THAT INDIVIDUALS IN THESE CAREER SERVICES MAY BE MORE LIKELY TO MOVE INTO PROGRESSIVELY HIGHER LEVELS OF MANAGEMENT THAN THOSE IN OTHERS. WOMEN OR MINORITIES IN THE M OR R CAREER SERVICE MAY BE MORE DISADVANTAGED FOR ADVANCEMENT RELATIVE TO OTHER CAREER SERVICES. TABLE I DISPLAYS THE RESULTS OF THE CAREER SERVICE DISTRIBUTION.

TABLE I PERCENT OF EACH LEVEL BY CAREER SERVICE

POWER LEVELS	#	D	E	I	M	R	TOTAL %
OFF DIRECTOR & ABOVE		31.8	6.1	27.3	19.7	15.1	100.0
DEP OFF DIRECTOR		69.4	4.8	11.3	8.9	5.6	100.0
GROUP/DIV/BRANCH CH		46.8	2.3	20.0	17.7	13.2	100.0
OTHER SIS-1/2/3		19.2	6.5	16.7	24.1	33.5	100.0
OTHER SIS-5 & SIS-6		0.0	66.7	0.0	16.7	16.6	100.0
OTHER SIS-4		17.1	22.9	14.3	20.0	25.7	100.0
FEEDER GROUP		23.1	1.3	17.5	30.8	27.3	100.0

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## GENDER DISTRIBUTION

THE PROPORTION OF EACH POWER LEVEL BY GENDER DISPLAYS A MARKED SHIFT TOWARD MALES AS POWER LEVEL INCREASES. NOT SURPRISING, SINCE REACHING UPPER MANAGEMENT TAKES MANY YEARS AND WOMEN AND MINORITIES ARE RELATIVELY NEW ENTRANTS INTO THE GS-12 TO GS-15 FEEDER GROUP, AT LEAST IN NUMBERS LARGE ENOUGH TO INFLUENCE THEIR REPRESENTATION IN LEVELS ABOVE. TABLES II AND III DISPLAY GENDER DISTRIBUTION.

TABLE II

## GENDER PROPORTION IN EACH POWER LEVEL

POWER LEVEL	MALE		FEMALE	
	#	%	#	%
OFFICE DIRECTOR AND ABOVE		93.9		6.1
DEPUTY OFFICE DIRECTOR		93.5		6.5
GROUP/DIV/BRANCH CHIEF		88.3		11.7
OTHER SIS-1/2/3		88.2		11.8
ALL OTHER SIS-5 AND SIS-6 OFFICERS	100.0		0.0	
ALL OTHER SIS-4 OFFICERS		94.3		5.7
FEEDER GROUP		71.1		28.9

TABLE III

## GENDER PROPORTION BY CAREER SERVICE

	D		E		I	
	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE
OFF DIR & ABOVE	100.0	0.0	50.0	50.0	88.9	11.1
DEP OFF DIR	96.5	3.5	83.3	16.7	92.9	7.1
GROUP/DIV/BR CH	86.7	13.3	88.9	11.1	87.0	13.0
OTHER SIS-1/2/3	91.8	8.2	72.7	27.3	90.6	9.4
OTHER SIS-5/6	N/A	N/A	100.0	0.0	N/A	N/A
OTHER SIS-4	100.0	0.0	87.5	12.5	100.0	0.0
FEED GROUP	68.8	31.2	48.4	51.6	68.4	31.6

## M R

	MALE	FEMALE	MALE	FEMALE
OFF DIR & ABOVE	100.0	0.0	100.0	0.0
DEP OFF DIR	81.8	18.2	85.7	14.3
GROUP/DIV/BR CH	89.7	10.3	94.1	5.9
OTHER SIS-1/2/3	86.2	13.8	89.5	10.5
OTHER SIS-5/6	100.0	0.0	100.0	0.0
OTHER SIS-4	85.7	14.3	100.0	0.0
FEED GROUP	71.5	28.5	75.3	24.7

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## ETHNIC AFFILIATION

TABLES IV AND V SHOW THAT MINORITY GROUPS HAVE LITTLE REPRESENTATION IN MANAGEMENT LEVELS. THEY MAKE UP SLIGHTLY MORE THAN SEVEN PERCENT OF THE FEEDER GROUP AND FOUR PERCENT OF ALL OTHER LEVELS COMBINED. THE NUMBER OF MINORITIES IN THE FEEDER GROUP, THE LEVEL ULTIMATELY PROVIDING MORE SENIOR MANAGERS, IS INCREASING SLOWLY OVER TIME BUT IT WILL TAKE SOME YEARS FOR THESE MODEST INCREASES TO IMPACT MINORITY REPRESENTATION AT HIGHER LEVELS OF POWER.

TABLE IV

ETHNIC DISTRIBUTION BY POWER LEVEL

	WHITE #	WHITE %	BLACK #	BLACK %	NAT AM #	NAT AM %	HISPANIC #	HISPANIC %	ASIA/PAC #	ASIA/PAC %
OFF DIR & ABV	93.9		1.5		0.0		4.6		0.0	
DEP OFF DIR	97.6		1.6		0.0		0.8		0.0	
GROUP/DIV/BR CH	95.6		1.8		0.0		1.3		1.3	
OTHER SIS-1/2/3	95.9		1.7		0.0		1.0		1.4	
OTHER SIS-5/6	100.0		0.0		0.0		0.0		0.0	
OTHER SIS-4	97.1		2.9		0.0		0.0		0.0	
FEED GROUP **	92.2		4.5		0.1		1.8		1.3	

\*\* ETHNIC INFORMATION MISSING ON TWO INDIVIDUALS \*\*

TABLE V

ETHNIC PROPORTION BY CAREER SERVICE

	D CAREER SERVICE				
	WHITE	BLACK	NAT AM	HISPANIC	ASIA/PAC
OFF DIR & ABOVE	100.0	0.0	0.0	0.0	0.0
DEP OFF DIR	96.5	2.3	1.2	0.0	0.0
GROUP/DIV/BR CH	94.5	2.2	0.0	2.2	1.1
OTHER SIS-1/2/3	92.8	1.0	0.0	3.1	3.1
OTHER SIS-5/6	N/A	N/A	N/A	N/A	N/A
OTHER SIS-4	100.0	0.0	0.0	0.0	0.0
FEED GROUP	92.5	2.9	0.0	1.8	2.8

	E CAREER SERVICE				
	WHITE	BLACK	NAT AM	HISPANIC	ASIA/PAC
OFF DIR & ABOVE	100.0	0.0	0.0	0.0	0.0
DEP OFF DIR	100.0	0.0	0.0	0.0	0.0
GROUP/DIV/BR CH	100.0	0.0	0.0	0.0	0.0
OTHER SIS-1/2/3	94.0	3.0	0.0	0.0	3.0
OTHER SIS-5/6	100.0	0.0	0.0	0.0	0.0
OTHER SIS-4	100.0	0.0	0.0	0.0	0.0
FEED GROUP	93.4	2.5	0.0	1.6	2.5

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TABLE V CONT.

	I CAREER SERVICE				
	WHITE	BLACK	NAT AM	HISPANIC	ASIA/PAC
OFF DIR & ABOVE	94.4	5.6	0.0	0.0	0.0
DEP OFF DIR	100.0	0.0	0.0	0.0	0.0
GROUP/DIV/BR CH	96.1	2.6	0.0	0.0	1.3
OTHER SIS-1/2/3	100.0	0.0	0.0	0.0	0.0
OTHER SIS-5/6	N/A	N/A	N/A	N/A	N/A
OTHER SIS-4	100.0	0.0	0.0	0.0	0.0
FEED GROUP	95.1	2.9	0.0	1.2	0.8

	M CAREER SERVICE				
	WHITE	BLACK	NAT AM	HISPANIC	ASIA/PAC
OFF DIR & ABOVE	92.3	0.0	0.0	7.7	0.0
DEP OFF DIR	81.8	18.2	0.0	0.0	0.0
GROUP/DIV/BR CH	97.0	1.5	0.0	0.0	1.5
OTHER SIS-1/2/3	95.9	3.3	0.0	0.8	0.0
OTHER SIS-5/6	100.0	0.0	0.0	0.0	0.0
OTHER SIS-4	85.7	14.3	0.0	0.0	0.0
FEED GROUP	91.7	5.4	0.1	1.9	0.9

	R CAREER SERVICE				
	WHITE	BLACK	NAT AM	HISPANIC	ASIA/PAC
OFF DIR & ABOVE	80.0	0.0	0.0	20.0	0.0
DEP OFF DIR	100.0	0.0	0.0	0.0	0.0
GROUP/DIV/BR CH	96.0	0.0	0.0	2.0	2.0
OTHER SIS-1/2/3	95.9	1.8	0.0	0.6	1.7
OTHER SIS-5/6	100.0	0.0	0.0	0.0	0.0
OTHER SIS-4	100.0	0.0	0.0	0.0	0.0
FEED GROUP	90.9	5.9	0.1	2.2	0.9

## ETHNIC/GENDER DISTRIBUTION

TABLES VI AND VII ARE INCLUDED AS BACKGROUND INFORMATION ON EACH POWER LEVEL. MEMBERSHIP IN EACH LEVEL IS SKEWED TOWARD WHITE MALES AND WHITE FEMALES. THIS IS CONSISTENT WITH PREVIOUS FINDINGS.

TABLE VI

MALE GENDER DISTRIBUTION BY ETHNIC GROUP

	WHITE	BLACK	NAT AM	HISPANIC	ASIA/PAC
OFFICE DIRECTOR	(93.6)	1.6	(0.0)	(4.8)	(0.0)
DEP OFFICE DIRECTOR	(97.4)	1.7	(0.0)	(0.9)	(0.0)
GROUP/DIV/BRNCH CH	(95.3)	1.7	(0.0)	(1.5)	(1.5)
OTHER SIS-1/2/3	(96.0)	1.3	(0.0)	(1.1)	(1.6)
OTHER SIS-5/SIS-6	(100.0)	0.0	(0.0)	(0.0)	(0.0)
OTHER SIS-4	(100.0)	0.0	(0.0)	(0.0)	(0.0)
FEEDER GROUP **	(93.3)	3.7	(0.1)	(1.7)	(1.2)

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TABLE VII

FEMALE GENDER DISTRIBUTION BY ETHNIC GROUP

	WHITE	BLACK	NAT AM	HISPANIC	ASIA/PAC
OFFICE DIRECTOR	(100.0)	(0.0)	(0.0)	(0.0)	(0.0)
DEP OFFICE DIRECTOR	(100.0)	(0.0)	(0.0)	(0.0)	(0.0)
GROUP/DIV/BRNCH CH	(97.8)	(2.2)	(0.0)	(0.0)	(0.0)
OTHER SIS-1/2/3	(95.0)	(5.0)	(0.0)	(0.0)	(0.0)
OTHER SIS-5/SIS-6	(0.0)	(0.0)	(0.0)	(0.0)	(0.0)
OTHER SIS-4	(50.0)	50.0	(0.0)	(0.0)	(0.0)
FEEDER GROUP	(89.7)	(6.5)	(0.0)	(2.1)	(1.7)

\*\* TWO MISSING - ETHNIC GROUP NOT AVAILABLE

## EDUCATION LEVELS ATTAINED

EDUCATION HAS BEEN SUGGESTED AS ONE IMPORTANT VARIABLE IN MOVING HIGHER IN THE MANAGEMENT STRUCTURE OF THE AGENCY. IT IS NOT CLEAR WHAT ROLE EDUCATION LEVEL PLAYS IN THE ADVANCEMENT TO HIGHER LEVELS ABOVE SOME THRESHOLD LEVEL REQUIRED TO ENTER THE ORGANIZATION. AS SHOWN IN TABLE VIII, THOSE THAT MOVE INTO THE HIGHER LEVELS OF POWER MORE TIMES THAN NOT HAVE ADVANCED DEGREES. THIS MAY NOT BE THE ONLY REASON FOR THEIR ADVANCEMENT.

TABLE VIII

EDUCATION LEVELS BY POWER LEVEL

	#	%	HS DIPLOMA	B.S. DEGREE	ADVANCED DEGREE
			#	%	#
OFFICE DIRECTOR			3.03	40.91	56.06
DEP OFFICE DIRECTOR			1.61	53.23	45.16
GROUP/DIV/BRANCH CH**			6.28	46.60	47.12
OTHER SIS-1/2/3**			10.87	42.49	46.2
OTHER SIS-5/SIS-6**			20.00	0.00	80.00
OTHER SIS-4**			3.03	48.48	48.48
FEEDER GROUP**			28.88	41.92	28.62

\*\* EDUCATION FORMATION MISSING IN THESE LEVELS

THE SUGGESTION THAT WOMEN AND MINORITY GROUPS MUST HAVE ACHIEVED SUPERIOR EDUCATIONAL LEVELS AS COMPARED TO MEN OR NON-MINORITIES IN ORDER TO BE ADVANCED HAS BEEN MADE. AGAIN, IT IS NOT CLEAR THAT EDUCATIONAL ACHIEVEMENT ABOVE THAT REQUIRED TO GAIN ENTRY INTO THE ORGANIZATION HAS ANY AFFECT ON ADVANCEMENT. A DISTRIBUTION DESCRIBING THE PROPORTION OF EACH GENDER IN THE EDUCATIONAL CATEGORIES BY POWER LEVEL IS FOUND IN TABLE IX. WOMEN TEND TO HAVE A HIGHER PROPORTION OF ADVANCED DEGREES WHEN COMPARED TO THEIR MALE COUNTERPARTS IN THE GROUP/DIVISION/BRANCH CHIEF AND THE OTHER SIS-1/SIS-2/SIS-3 LEVELS. THE FEEDER GROUP, ON THE OTHER HAND, HAS A HIGHER OVERALL EDUCATIONAL LEVEL FOR MEN. IN FACT WHEN STATISTICALLY TESTED USING MEAN LEVEL OF EDUCATION, THE GENDERS WERE NOT STATISTICALLY DIFFERENT FROM ONE ANOTHER

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EXCEPT IN THE FEEDER GROUP. AT THAT LEVEL, MEN POSSESSED A HIGHER MEAN EDUCATION LEVEL THAN DID THE WOMEN, (SEE TABLE X). THE RELATIVELY SMALL NUMBER OF WOMEN IN POWER LEVELS ABOVE THE FEEDER GROUP IS OF CONCERN IN PERFORMING STATISTICAL TESTS.

TABLE IX PERCENTAGE IN EACH EDUCATIONAL LEVEL BY POWER LEVEL AND GENDER

	MALE			FEMALE		
	H.S.	B.S.	ADV.	H.S.	B.S.	ADV.
OFFICE DIRECTOR	3.23	43.55	53.23	0.00	0.00	100.00
DEP OFFICE DIRECTOR	1.72	51.72	46.55	0.00	75.00	25.00
GROUP/DIV/BRANCH CH	6.82	46.59	46.59	2.22	46.67	51.11
OTHER SIS-1/2/3	11.63	42.06	46.09	5.08	45.76	47.46
OTHER SIS-5/SIS-6	20.00	0.00	80.00	0.00	0.00	0.00
OTHER SIS-4	3.23	51.61	45.16	0.00	0.00	100.00
FEEDER GROUP	27.17	42.22	29.96	33.05	41.18	25.39

TABLE X MEAN LEVEL OF EDUCATION ATTAINED  
(1=HIGH SCHOOL 2=BACHELORS 3=ADVANCED DEGREE)

	MALES	FEMALES
OFFICE DIRECTOR	2.50	3.00
DEP OFFICE DIRECTOR	2.45	2.25
GROUP/DIVISION/BRANCH CH	2.38	2.49
OTHER SIS-1/2/3	2.32	2.35
OTHER SIS-5/SIS-6	N/A	N/A
OTHER SIS-4	2.27	3.00
FEEDER GROUP**	1.97	1.89

\*\* DENOTES STATISTICALLY SIGNIFICANT DIFFERENCES  
AT THE 0.05 SIGNIFICANCE LEVEL

UNFORTUNATELY, THE LOW NUMBERS OF MINORITIES IN EITHER THE FEEDER GROUP OR HIGHER POWER LEVELS MAKES SIGNIFICANCE TESTING ON EDUCATIONAL LEVEL IMPOSSIBLE. HOWEVER, A COMPARISON OF MINORITY REPRESENTATION AT EACH POWER LEVEL, SHOWN PREVIOUSLY IN TABLE IV, WITH THE PROPORTION OF BACHELORS AND ADVANCED DEGREES IN EACH POWER LEVEL, FOUND IN TABLES XI AND XII BELOW, SHOWS THE PROPORTIONS TO BE VERY SIMILAR. THIS SUGGESTS THAT ALL ETHNIC GROUPS ARE FAIRLY EQUAL IN EDUCATIONAL LEVEL ATTAINED WHEN COMPARED TO THEIR PROPORTION IN EACH POWER LEVEL. IT IS UNCERTAIN THAT EDUCATION LEVEL INCREASES OR DECREASES THE LIKLIHOOD OF ADVANCING TO HIGHER POSITIONS OF RESPONSIBILITY.

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TABLE XI

PROPORTION OF B.S. DEGREES IN EACH ETHNIC GROUP  
 WHITE      BLACK      NATIVE AMER      HISPANIC      ASIA/PAC

OFFICE DIRECTOR	96.30	0.00	0.00	3.70	0.00
DEP OFFICE DIRECTOR	98.48	1.52	0.00	0.00	0.00
GROUP/DIV/BRNCH CH	96.07	1.69	0.00	1.12	1.12
OTHER SIS-1/2/3	95.35	2.33	0.00	0.93	1.40
OTHER SIS-5/SIS-6	0.00	0.00	0.00	0.00	0.00
OTHER SIS-4	100.00	0.00	0.00	0.00	0.00
FEEDER GROUP	93.10	3.91	0.11	1.75	1.13

TABLE XII

PROPORTION OF ADVANCED DEGREES IN EACH ETHNIC GROUP  
WHITE    BLACK    NATIVE AMER    HISPANIC    ASIA/PAC

OFFICE DIRECTOR	94.59	2.70	0.00	2.70	0.00
DEP OFFICE DIRECTOR	98.21	0.00	0.00	1.79	0.00
GROUP/DIV/BRANCH CH	95.56	1.67	0.00	1.11	1.67
OTHER SIS-1/2/3	95.30	1.71	0.00	1.28	1.71
OTHER SIS-5/SIS-6	100.00	0.00	0.00	0.00	0.00
OTHER SIS-4	93.75	6.25	0.00	0.00	0.00
FEEDER GROUP	93.01	3.51	0.04	1.70	1.66

**TIME IN GRADE**

PROMOTION TO A HIGHER GRADE CONSTITUTES AN INCREASE IN SALARY BUT ALSO A REAFFIRMATION OF WORK WELL DONE AND POSSIBLY FURTHER POTENTIAL. TIME IN THE CURRENT GRADE, AS OF 30 SEPTEMBER 1991, WAS CALCULATED FOR BOTH GENDERS IN EACH POWER LEVEL TO DETERMINE WHETHER RECENT PROMOTION EXERCISES FAVORED ONE GROUP AT THE EXPENSE OF THE OTHER. ANALYSIS OF THE MEAN TIME IN GRADE, IN MONTHS, REVEALED THAT WOMEN AT ALMOST ALL LEVELS HAVE SIGNIFICANTLY SHORTER AVERAGE TIME IN THEIR CURRENT GRADE WHEN COMPARED TO MEN. THIS SUGGESTS THAT WOMEN ARE BEING PROMOTED MORE RAPIDLY TO HIGHER GRADES AND MAY BE MORE LIKELY TO MOVE MORE RAPIDLY INTO HIGHER POWER LEVELS THAN ARE THEIR MALE COUNTERPARTS, EVEN THOUGH GRADE LEVEL IS ONLY ONE FACTOR IN MOVING UPWARD IN THE POWER LEVELS. TABLE XIII DISPLAYS THE RESULTS FOR TIME IN CURRENT GRADE.

TABLE XIII

**TIME IN CURRENT GRADE (MONTHS)**

	TIME IN CURRENT GRADE (MONTHS)			
	MALE		FEMALE	
	MEAN	MEDIAN	MEAN	MEDIAN
OFFICE DIRECTOR	20.1	21.0	21.0	21.0
DEP OFFICE DIRECTOR	22.0*	15.0	12.0*	11.8
GROUP/DIV/BRNCH CH	28.3*	18.7	17.1*	8.6
OTHER SIS-1/2/3	29.4*	15.0	23.0*	15.0
OTHER SIS-5/SIS-6	32.9	21.0	N/A	
OTHER SIS-4	25.6	11.8	21.0	21.0
FEEDER GROUP	38.9*	28.8	27.4*	20.5

\*DENOTES STATISTICALLY SIGNIFICANT DIFFERENCES AT THE 0.05 SIGNIFICANCE LEVEL.

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COMPARE THE FINDINGS ON TIME IN CURRENT GRADE WITH THOSE ON TIME IN PREVIOUS GRADE FOUND IN TABLE XIV BELOW. THE ANALYSIS OF TIME IN PREVIOUS GRADE LOOKS BACKWARD IN TIME SEVERAL YEARS AND REPRESENTS PROMOTION OPPORTUNITIES AND POLICIES WHICH WERE IN EXISTENCE AT THAT TIME. EXCEPT FOR THE FEEDER GROUP, THE GENDERS DO NOT HAVE STATISTICALLY DIFFERENT MEAN TIMES IN PREVIOUS GRADE. WOMEN IN THE FEEDER GROUP HAVE SIGNIFICANTLY SHORTER MEAN TIME IN PREVIOUS GRADE THAN THE MEN. THIS SUGGESTS THAT WOMEN IN THE GS-12 TO GS-15 RANGE HAVE BEEN PROMOTED MORE RAPIDLY THAN MEN FOR SEVERAL YEARS IN AN ATTEMPT TO INCREASE THE NUMBER OF WOMEN IN UPPER LEVELS OF MANAGEMENT VIA INCREASING THE AVAILABLE POOL OF WOMEN IN THE HIGH GS GRADES. RAPID PROMOTION OF WOMEN IN SIS GRADES COULD THEN TAKE PLACE AS IS BEING SUGGESTED BY THE SHORTER TIMES IN CURRENT GRADE ANALYSIS.

TABLE XIV TIME IN PREVIOUS GRADE (MONTHS)

	MALE		FEMALE	
	MEAN	MEDIAN	MEAN	MEDIAN
OFFICE DIRECTOR	39.8	30.0	79.7	84.0
DEP OFFICE DIRECTOR	32.1	24.0	22.6	18.0
GROUP/DIV/BRANCH CH	41.5	34.0	42.5	34.0
OTHER SIS-1/2/3	34.7	22.0	39.4	34.0
OTHER SIS-5/SIS-6	86.2	90.0		N/A
OTHER SIS-4	36.7	33.0	42.0	42.0
FEEDER GROUP	43.0*	35.0	33.9*	29.0

\*DENOTES STATISTICALLY SIGNIFICANT DIFFERENCES AT THE 0.05 SIGNIFICANCE LEVEL

LITTLE STATISTICAL TESTING ON TIME IN GRADE FOR ETHNIC GROUPS COULD BE PERFORMED DUE TO THE VERY SMALL NUMBERS OF SOME GROUPS REPRESENTATION, EXCEPT AT THE FEEDER GROUP LEVEL. THE VARIABILITY OF TIME IN GRADE DATA ITSELF WITHIN EACH ETHNIC GROUP MAKES IT DOUBLY DIFFICULT TO COME TO ANY DEFINITIVE CONCLUSION WHETHER TIME IN GRADE IS DIFFERENT BETWEEN THESE GROUPS. BASED ON INFORMATION ON TIME IN CURRENT GRADE, TABLE XV COMPARES THE MEAN FOR EACH ETHNIC GROUP AT EACH POWER LEVEL. MEAN TIME IN CURRENT GRADE WHICH IS STATISTICALLY DIFFERENT FROM THAT OF ANOTHER GROUP HAS BEEN ASTERISKED. THE MEAN TIME IN CURRENT GRADE FOR WHITES IS SIGNIFICANTLY DIFFERENT, LONGER, THAN THAT FOR BLACKS, BUT FOR BLACKS ONLY EVEN THOUGH THERE ARE LARGE DIFFERENCES IN THE ACTUAL MEAN TIMES BETWEEN EACH GROUP. THIS IMPLIES THAT WHITES, NATIVE AMERICANS, HISPANICS, AND ASIA/PACIFIC ISLANDERS HAVE SIMILAR MEAN TIME IN THEIR CURRENT GRADE, WHEN COMPARED AS GROUPS TO ONE ANOTHER. THE SMALL NUMBER OF NATIVE AMERICANS, ASIA/PACIFIC ISLANDERS, AND HISPANICS MAKE IT DIFFICULT TO DETERMINE IF THEIR RESULTS ARE INDEED CORRECT OR IF THEY ARE SPURIOUS, GIVEN THE SMALL NUMBERS AND THE VARIABILITY OF THE DATA. IT IS REASONABLE TO CONCLUDE THAT BLACKS HAVE A SHORTER AVERAGE TIME IN CURRENT GRADE THAN DO THE WHITES IN THE FEEDER GROUP. THIS MAY BE THE EFFECT OF

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RECENT POLICIES AIMED AT INCREASING THE NUMBER OF MINORITIES AT MORE SENIOR LEVELS AS QUICKLY AS POSSIBLE.

TABLE XV MEAN TIMES IN CURRENT GRADE (MONTHS)

	WHITE	BLACK	NATIVE AMER	HISPANIC	ASIA/PAC
OFFICE DIRECTOR	20.8	8.6	0.0	10.7	0.0
DEP OFFICE DIRECTOR	21.3	18.2	0.0	24.7	0.0
GROUP/DIV/BRNCH CH	27.3	12.7	0.0	38.0	11.2
OTHER SIS-1/2/3	29.0	10.2	0.0	15.1	31.5
OTHER SIS-5/SIS-6	32.9	0.0	0.0	0.0	0.0
OTHER SIS-4	25.2	26.9	0.0	0.0	0.0
FEEDER GROUP	35.6*	31.8*	49.5	30.9*	40.5*

\*DENOTES STATISTICALLY SIGNIFICANT DIFFERENCES  
AT THE 0.05 SIGNIFICANCE LEVEL

EXAMINING AVERAGE TIME IN PREVIOUS GRADE BY ETHNIC GROUP DOES NOT SHOW ANY STATISTICAL DIFFERENCES BETWEEN ANY OF THE GROUPS. THIS SUPPORTS THE HYPOTHESIS THAT THE SHORTER AVERAGE TIME IN CURRENT GRADE IS A RECENT PHENOMENON RELATED TO ATTEMPTS TO INCREASE MINORITY REPRESENTATION AT HIGHER GRADES.

TABLE XVI MEAN TIME IN PREVIOUS GRADE (MONTHS)

	WHITE	BLACK	NATIVE AMER	HISPANIC	ASIA/PAC
OFFICE DIRECTOR	43.0	18.0	0.0	26.0	0.0
DEP OFFICE DIRECTOR	31.1	44.5	0.0	40.0	0.0
GROUP/DIV/BRANCH CH	41.3	42.0	0.0	59.0	53.5
OTHER SIS-1/2/3	35.3	31.7	0.0	42.0	31.0
OTHER SIS-5/SIS-6	86.2	0.0	0.0	0.0	0.0
OTHER SIS-4	36.4	54.0	0.0	0.0	0.0
FEEDER GROUP	40.1	42.2	40.9	38.3	44.5

\*DENOTES STATISTICALLY SIGNIFICANT DIFFERENCES  
AT THE 0.05 SIGNIFICANCE LEVEL

#### KEY ASSIGNMENTS

ONE KEY ELEMENT IN DETERMINING IF BARRIERS TO ADVANCEMENT EXIST FOR WOMEN AND MINORITY GROUPS IS THE INTERNAL ASSIGNMENT PROCESS. UNFORTUNATELY, THE DISTINCTION BETWEEN LINE AND STAFF ASSSIGNMENTS COULD NOT BE CLEARLY DEFINED FOR THIS STUDY. OTHER STUDIES ON THE GLASS CEILING PHENOMENON HAVE CONCLUDED THAT THE INABILITY OF WOMEN AND MINORITY GROUPS TO MOVE INTO LINE POSITIONS WITH OPERATIONAL OR BUDGETARY RESPONSIBILITY IS INDICATIVE OF A "GLASS CEILING" FOR THESE GROUPS. WITHOUT ADEQUATE DATA ON OPERATIONAL AUTHORITY OR BUDGETARY CONTROL THAT COULD BE FIRMLY AND CONSISTENTLY TIED TO THE ESTABLISHED POWER LEVELS, DEFINITIVE ANALYSIS SIMILAR TO THAT DONE IN THE PRIVATE SECTOR COULD NOT BE PERFORMED. INSTEAD, THE ASSIGNMENTS THEMSELVES WERE EXAMINED TO DETERMINE WHETHER PATTERNS IN THE GENERAL AREA OF THE ASSIGNMENTS WERE PRESENT AND WHAT SUCH PATTERNS MEANT TO

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GENDER AND ETHNIC GROUPS. THE AVERAGE NUMBER OF ASSIGNMENTS GIVEN TO THE INDIVIDUALS IN EACH POWER LEVEL SINCE 1980 WERE COLLECTED AND ANALYZED. THE AVERAGE NUMBER OF ASSIGNMENTS SINCE 1980 BY CAREER SERVICE DESIGNATION IS SUMMARIZED BELOW IN TABLE XVII.

TABLE XVII

AVERAGE NUMBER OF ASSIGNMENTS SINCE 1980  
BY CURRENT CAREER SERVICE DESIGNATIONS

	D	E	I	M	R
OFFICE DIRECTOR	6.04	3.75	5.50	4.15	4.20
DEP OFFICE DIRECTOR	5.48	4.83	6.21	5.36	4.00
GROUP/DIV/BRANCH CH	4.91	2.89	4.81	4.85	2.55
OTHER SIS-1/2/3	5.72	3.09	4.66	4.60	2.63
OTHER SIS-5/SIS-6	0.00	3.00	0.00	6.00	0.00
OTHER SIS-4	6.83	2.63	4.60	3.86	2.67
FEEDER GROUP	4.26	2.82	2.55	3.67	1.62

FOR EACH OF THE POWER GROUPS, THE AVERAGE NUMBER OF ASSIGNMENTS WERE TALLIED IN AN EFFORT TO DETERMINE IF DIFFERENCES IN GENDER OR OR ETHNIC GROUPS EXIST. AS MENTIONED PREVIOUSLY, THE INABILITY TO DISCRIMINATE BETWEEN LINE AND STAFF ASSIGNMENTS HAMPERED MORE POWERFUL ANALYSIS IN THIS AREA. THE AVERAGES ASTERISKED IN TABLE XVIII BELOW ARE SIGNIFICANTLY DIFFERENT FROM EACH OTHER BY GENDER. FOR THOSE POWER LEVEL GROUPS SO NOTED, WOMEN HAVE HAD MORE ASSIGNMENTS, ON THE AVERAGE, THAN MEN. IT IS NOT CLEAR WHETHER HAVING MORE ASSIGNMENTS IS INDICATIVE OF ANY TYPE OF BARRIER TO ADVANCEMENT. IT IS POSSIBLE THAT STAFF ASSIGNMENTS ARE SHORTER THAN LINE OR OPERATIONS RELATED ASSIGNMENTS AND THESE ARE THE TYPE OF ASSIGNMENTS THAT WOMEN HAVE HAD IN THE PAST. THIS MIGHT, IF TRUE, ACCOUNT FOR MORE ASSIGNMENTS FOR WOMEN. ANOTHER POSSIBILITY IS THAT WOMEN ARE MOVED MORE FREQUENTLY IN RESPONSE TO INADEQUATE REPRESENTATION AT HIGHER GRADE LEVELS IN ORDER TO MORE QUICKLY BROADEN THEIR EXPERIENCE PRIOR TO ADVANCEMENT. GENERALLY, THE HIGHER IN THE ORGANIZATION STRUCTURE AS REFERENCED BY THE POWER LEVELS, THE MORE ASSIGNMENTS WOMEN HAVE HAD IN THEIR CAREERS TO DATE. THIS ANALYSIS HAS NOT BEEN ABLE TO DETERMINE THE CAUSE OF THESE RESULTS.

TABLE XVIII

AVERAGE NUMBER OF ASSIGNMENTS SINCE 1980  
BY GENDER

	MALE MEAN	#	FEMALE MEAN	#
OFFICE DIRECTOR	5.26		7.00	
DEP OFFICE DIRECTOR	5.36*		7.13*	
GROUP/DIV/BRANCH CH	4.51		5.31	
OTHER SIS-1/2/3	4.08*		5.60*	
OTHER SIS-5/SIS-6	3.60		N/A	
OTHER SIS-4	4.13		6.00	
FEEDER GROUP	3.52*		4.13*	

\* DENOTE STATISTICALLY SIGNIFICANT DIFFERENCES  
AT THE 0.05 SIGNIFICANCE LEVEL

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EXAMINATION OF PAST ASSIGNMENTS FOR EACH POWER LEVEL LOOKING FOR KEY ASSIGNMENTS FOUND THAT AT THE OFFICE DIRECTOR AND THE DEPUTY OFFICE DIRECTOR LEVELS, THE GROUP/DIVISION/BRANCH CHIEF LEVEL, AND THE OTHER SIS-1/SIS-2/SIS-3 LEVEL, THE TOP TWO MOST FREQUENT ASSIGNMENT AREAS WERE IN THE OPERATIONS AREA OF THE DDO. IN THE FEEDER GROUP, THE TOP AREA WAS AGAIN IN DDO OPERATIONS, FOLLOWED BY A DDI ANALYST CATEGORY. THE DDO OPERATIONS AREA SEEMS TO HAVE MORE FREQUENT AND POSSIBLY SHORTER ASSIGNMENTS THAN OTHER AREAS OF THE AGENCY, EXPLAINING, IN PART, THE OVERWHELMING FREQUENCY COUNTS OF ASSIGNMENTS HELD BY THESE INDIVIDUALS. STILL, IT APPEARS THAT ASSIGNMENTS IN OPERATIONAL AREAS OF THE DDO AND, TO A LESSER DEGREE, DDI ANALYSIS AREAS HAVE BEEN, AT LEAST IN THE PAST, IMPORTANT IN MAKING IT INTO HIGHER MANAGEMENT LEVELS ESPECIALLY WHEN THE NUMBER OF D (DDO) AND I (DDI) CAREERISTS HOLDING HIGH MANAGEMENT POSITIONS ARE CONSIDERED. WOMEN AND MINORITIES, IN GENERAL, HAVE NOT BEEN GIVEN THESE KINDS OF ASSIGNMENTS IN LARGE NUMBERS IN THE PAST.

SPECIFIC ASSIGNMENTS GIVEN TO INDIVIDUALS IN THE GROUP/DIV/BRANCH CHIEF LEVEL, THE OTHER SIS-1/SIS-2/SIS-3 LEVEL, AND THE FEEDER GROUP LEVEL BY CAREER SERVICE ARE GIVEN BELOW IN TABLES XIX, XX, AND XXI. KNOWING THAT JOB TITLES AND THEIR RELATIVE IMPORTANCE CHANGE OVER TIME, IT MAY NOT BE POSSIBLE TO DRAW FIRM CONCLUSIONS FROM THE INFORMATION PROVIDED BUT IT IS INTERESTING TO NOTICE THE DIFFERENCE IN THE FREQUENCY OF CERTAIN ASSIGNMENTS BETWEEN GENDERS BY CAREER SERVICE.

TABLE XIX      FREQUENCY OF SPECIFIC ASSIGNMENTS SINCE FY 1980  
GROUP/DIV/BRANCH CHIEF LEVEL -- D CAREER SERVICE

ASSIGNMENT	MALE	FEMALE
OPERATIONS OFFICER	48.9	34.4
REPORTS & REQUIREMENTS OFFICER	1.2	12.0
GROUP CHIEF IN THE DDO	16.5	11.2
INSPECTOR	0.9	6.4

FREQUENCY OF SPECIFIC ASSIGNMENTS SINCE FY 1980  
GROUP/DIV/BRANCH CHIEF LEVEL -- I CAREER SERVICE

ASSIGNMENT	MALE	FEMALE
INTELL OFFICER-GENERAL	29.3	33.3
GROUP CHIEF IN THE DDI	21.6	23.1
INTELL OFFICER-CURRENT INTELL	2.4	10.3
INTELL OFFICER-PHYSICAL SCIENTIST	8.2	0.0

FREQUENCY OF SPECIFIC ASSIGNMENTS SINCE FY 1980  
GROUP/DIV/BRANCH CHIEF LEVEL -- M CAREER SERVICE

ASSIGNMENT	MALE	FEMALE
PERSONNEL OFFICER	4.5	19.0
GROUP CHIEF IN THE DDA	11.4	9.5
DEPUTY GROUP CHIEF IN THE DDA	2.7	9.5
ADMINISTRATIVE OFFICER	29.2	0.0

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FREQUENCY OF SPECIFIC ASSIGNMENTS SINCE FY 1980  
GROUP/DIV/BRANCH CHIEF LEVEL -- R CAREER SERVICE

ASSIGNMENT	MALE	FEMALE
EXECUTIVE OFFICER	3.1	16.7
GROUP CHIEF IN THE DDST	17.7	16.7
PUBLICATIONS OFFICER	0.0	16.7
PHYSICAL SCIENTIST-RESEARCH	12.5	8.3

TABLE XX      FREQUENCY OF SPECIFIC ASSIGNMENTS SINCE FY 1980  
OTHER SIS-1/SIS-2/SIS-3 LEVEL -- D CAREER SERVICE

ASSIGNMENT	MALE	FEMALE
OPERATIONS OFFICER	42.8	40.0
GROUP CHIEF IN THE DDO	21.1	20.0
REPORTS & REQUIREMENTS OFFICER	2.6	12.5
INSPECTOR	0.7	5.0

FREQUENCY OF SPECIFIC ASSIGNMENTS SINCE FY 1980  
OTHER SIS-1/SIS-2/SIS-3 LEVEL -- I CAREER SERVICE

ASSIGNMENT	MALE	FEMALE
INTELL OFFICER-GENERAL	29.3	24.2
GROUP CHIEF IN THE DDI	21.6	9.1
INTELL OFFICER-AREA ECONOMICS	2.7	9.1
PUBLIC AFFAIRS OFFICER	0.0	9.1
INTELL OFFICER-PHYSICAL SCIENTIST	6.3	3.0
SENIOR INTELL ANALYST	6.7	3.0

FREQUENCY OF SPECIFIC ASSIGNMENTS SINCE FY 1980  
OTHER SIS-1/SIS-2/SIS-3 LEVEL -- M CAREER SERVICE

ASSIGNMENT	MALE	FEMALE
PERSONNEL OFFICER	3.8	21.3
POSITION MANAGEMENT OFFICER	0.0	7.9
GROUP CHIEF IN THE DDA	13.8	6.7
ADMINISTRATIVE OFFICER	11.0	1.1

FREQUENCY OF SPECIFIC ASSIGNMENTS SINCE FY 1980  
OTHER SIS-1/SIS-2/SIS-3 LEVEL -- R CAREER SERVICE

ASSIGNMENT	MALE	FEMALE
GROUP CHIEF IN THE DDST	17.7	11.8
EXECUTIVE OFFICER	0.6	7.8
PROGRAM EVALUATION OFFICER	0.0	7.8
PROJECT MANAGEMENT ENGINEER	6.4	3.9
PHYSICAL SCIENTIST-RESEARCH	11.0	2.0

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TABLE XXI      FREQUENCY OF SPECIFIC ASSIGNMENTS SINCE FY 1980  
 FEEDER GROUP LEVEL (GS-12/GS-15) -- D CAREER SERVICE

ASSIGNMENT	MALE	FEMALE
OPERATIONS OFFICER	48.2	23.7
STAFF OPERATIONS OFFICER	4.0	11.2
INTELL OPERATIONS OFFICER	1.7	7.2
REPORTS & REQUIREMENTS OFFICER	1.7	6.8
LANGUAGE TRAINEE	8.3	5.0

FREQUENCY OF SPECIFIC ASSIGNMENTS SINCE FY 1980  
 FEEDER GROUP LEVEL (GS-12/GS-15) -- I CAREER SERVICE

ASSIGNMENT	MALE	FEMALE
INTELL OFFICER-GENERAL	19.3	13.5
INTELL OFFICER-POLITICAL	6.9	8.1
COMPUTER SYSTEM ANALYST-PROGRAMMER	2.8	7.1
SECRETARY	0.0	4.7
INTELL OFFICER-GENERAL ECONOMICS	6.6	4.0
INTELL OFFICER-RESEARCH SPECIALIST	6.9	3.5
INTELL OFFICER-MILITARY	7.8	3.1
INTELL OFFICER-PHYSICAL SCIENTIST	8.4	3.0

FREQUENCY OF SPECIFIC ASSIGNMENTS SINCE FY 1980  
 FEEDER GROUP LEVEL (GS-12/GS-15) -- M CAREER SERVICE

ASSIGNMENT	MALE	FEMALE
PERSONNEL OFFICER	3.9	13.4
SECURITY OFFICER	7.9	3.6
ADMINISTRATIVE OFFICER	2.2	4.7
PERSONNEL ASSISTANT	0.4	4.0

FREQUENCY OF SPECIFIC ASSIGNMENTS SINCE FY 1980  
 FEEDER GROUP LEVEL (GS-12/GS-15) -- R CAREER SERVICE

ASSIGNMENT	MALE	FEMALE
INTELL RESEARCH SPECIALIST	18.7	15.0
INTELL OFFICER-GENERAL	3.8	5.4
SECRETARY	0.0	5.0
PROJECT MANAGEMENT ENGINEER	4.4	2.4
TECH OPERATIONS OFFICER	5.4	0.9

ASSIGNMENT HISTORY BY ETHNIC GROUP IS SHOWN IN TABLE XXII.  
 AT THE OTHER SIS-1/SIS-2/SIS-3 LEVEL, THE WHITE AND BLACK ETHNIC  
 GROUPS HAVE SIGNIFICANTLY DIFFERENT AVERAGE NUMBER OF  
 ASSIGNMENTS. IT IS UNCLEAR WHY AT THIS LEVEL THERE EXISTS SUCH A  
 DIFFERENCE ESPECIALLY SINCE AT THE NEXT LEVEL UP, GROUP/DIVISION/

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BRANCH CHIEF LEVEL, THE AVERAGE NUMBER OF ASSIGNMENTS ARE NOT SIGNIFICANTLY DIFFERENT. FOR THE FEEDER GROUP LEVEL, THE ASIA/PACIFIC GROUP SHOWS UP AS BEING SIGNIFICANTLY DIFFERENT (FEWER ASSIGNMENTS) THAN ALL THE OTHER GROUPS EXCEPT THE NATIVE AMERICAN. THE ASIA/PACIFIC ETHNIC GROUP MAY BE GIVEN FEWER ASSIGNMENTS FOR ANY NUMBER OF REASONS. THEY MAY POSSESS CERTAIN SKILLS THAT OTHERS DO NOT HAVE WHICH KEEPS THEM IN CERTAIN FUNCTIONAL AREAS. IT ALSO MAY REFLECT A CULTURAL BELIEF IN THE VALUE OF FORMING LONG-TERM WORKING RELATIONSHIPS. THE REASON AND IMPACT ON UPWARD MOBILITY OF GROUP MEMBERS IS NOT KNOWN. THE OTHER ETHNIC GROUPS MAKING UP THE FEEDER LEVEL HAVE AVERAGE NUMBER OF ASSIGNMENTS WHICH ARE VERY SIMILAR TO EACH OTHER.

TABLE XXII

AVERAGE NUMBER OF ASSIGNMENTS SINCE 1980  
BY ETHNIC AFFILIATION

	WHITE	BLACK	NATIVE AMER	HISPANIC	ASIA/PAC
OFFICE DIRECTOR	5.30	5.00	0.00	7.00	0.00
DEP OFFICE DIRECTOR	5.52	5.50	0.00	1.00	0.00
GROUP/DIV/BRANCH CH	4.64	4.71	0.00	3.00	3.20
OTHER SIS-1/2/3	4.23*	6.25*	0.00	3.80	3.86
OTHER SIS-5/SIS-6	3.60	0.00	0.00	0.00	0.00
OTHER SIS-4	4.16	7.00	0.00	0.00	0.00
FEEDER GROUP	3.70*	3.82*	4.29	3.81*	2.79*

\* DENOTE STATISTICALLY SIGNIFICANT DIFFERENCES  
AT THE 0.05 SIGNIFICANCE LEVEL

TABLE XXIII REFLECTS THE FREQUENCY, IN PERCENT, THAT SELECTED ASSIGNMENTS WERE HELD BY ETHNIC GROUP MEMBERS PRESENTLY IN THE FEEDER GROUP, GS-12 TO GS-15 FULL-TIME PROFESSIONALS, BY THEIR CURRENT CAREER SERVICE DESIGNATION. FOR EXAMPLE, THE OPERATIONS OFFICER ASSIGNMENT COMPRISED 39.7 PERCENT OF THE TOTAL NUMBER OF ASSIGNMENTS HELD BY WHITE FEEDER GROUP MEMBERS IN THE D CAREER SERVICE SINCE FISCAL YEAR 1980. THIS ASSIGNMENT COMPRISED A SMALLER PERCENT OF ALL ASSIGNMENTS, 27.9 PERCENT, FOR THE ASIA/PACIFIC FEEDER GROUP MEMBERS. COMPARING MINORITY GROUPS WITH WHITES VIA IMPORTANT ASSIGNMENTS HELD CANNOT DEMONSTRATE CONCLUSIVELY THAT CERTAIN KEY ASSIGNMENTS HAVE BEEN WITHHELD FROM MINORITY GROUP MEMBERS, BUT MAY BE DEMONSTRATIVE THAT A REVIEW OF CURRENT ASSIGNMENT PRACTICES/CRITERIA MAY BE IN ORDER.

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TABLE XXIII      FREQUENCY OF SPECIFIC ASSIGNMENTS SINCE FY 1980  
 FEEDER GROUP LEVEL (GS-12/GS-15) -- D CAREER SERVICE

ASSIGNMENT	WHITE	BLACK	NATIVE AMER	HISPANIC	ASIA/PAC
OPERATIONS OFFICER	39.7	33.9	0.0	38.1	27.9
LANGUAGE TRAINEE	7.3	5.3	0.0	0.8	6.3
STAFF OPS OFFICER	6.7	3.1	0.0	12.7	3.6
INTELL OPS	3.7	4.8	0.0	2.5	0.9
REPRTS & REQUIR OFF	3.4	7.9	0.0	5.1	1.8
INTELL OPS RES ANAL	3.1	3.1	0.0	5.1	0.9
CAREER TRAINEE	3.1	1.3	0.0	2.5	0.0
LANGUAGE OPS OFFICER	0.4	0.0	0.0	0.0	18.9
TRANSLATOR	0.4	0.0	0.0	1.7	7.2
TRANSCRIBER	0.3	0.0	0.0	0.8	9.0

FREQUENCY OF SPECIFIC ASSIGNMENTS SINCE FY 1980  
 FEEDER GROUP LEVEL (GS-12/GS-15) -- I CAREER SERVICE

ASSIGNMENT	WHITE	BLACK	NATIVE AMER	HISPANIC	ASIA/PAC
INTELL OFF-GENERAL	17.7	5.6	0.0	19.4	27.8
INTELL OFF-POLITICAL	7.3	3.3	0.0	12.9	11.0
INTELL OFF-PHY SCIENCE	6.4	10.0	0.0	16.1	0.0
INTELL RESEARCH SPEC	5.8	6.7	0.0	3.2	5.6
INTELL OFF-MILITARY	6.4	4.4	0.0	0.0	0.0
COMPUT SYS ANAL-PROG	4.1	8.9	0.0	0.0	0.0
NAT. INTELL TASK OFF	2.0	11.1	0.0	0.0	0.0
WATCH OFFICER	2.0	1.1	0.0	12.9	5.6
INTELL OFF-INDUST ECON	0.8	0.0	0.0	0.0	11.0
INTELL OFF-FOREIGN DOC	0.6	0.0	0.0	3.2	16.7

FREQUENCY OF SPECIFIC ASSIGNMENTS SINCE FY 1980  
 FEEDER GROUP LEVEL (GS-12/GS-15) -- M CAREER SERVICE

ASSIGNMENT	WHITE	BLACK	NATIVE AMER	HISPANIC	ASIA/PAC
PERSONNEL OFFICER	6.8	8.8	0.0	7.1	0.0
SECURITY OFFICER	6.5	6.1	0.0	12.3	8.3
ADMINISTRATIVE OFF	4.0	1.8	0.0	2.6	19.4
POLYGRAPH OFFICER	3.4	6.4	0.0	0.0	0.0
LOGISTICS OFFICER	3.2	2.8	0.0	7.1	2.8
BUDGET & FINANCE OFF	3.1	3.1	0.0	1.9	0.0
FINANCE OFFICER	3.0	2.9	0.0	5.2	5.6
COMPUT SYS ANAL-PROG	2.9	2.8	0.0	3.9	5.6
CONTRACTS OFFICER	2.7	2.2	0.0	4.5	0.0
SECRETARY	1.0	0.9	0.0	1.9	5.6
FINANCE ASSISTANT	0.9	1.7	0.0	0.6	5.6
INSTR-FOREIGN LANG	0.0	0.0	0.0	1.3	8.3
RECRUITMENT OFFICER	0.0	2.0	0.0	4.5	0.0

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FREQUENCY OF SPECIFIC ASSIGNMENTS SINCE FY 1980  
 FEEDER GROUP LEVEL (GS-12/GS-15) -- R CAREER SERVICE

ASSIGNMENT	WHITE	BLACK	NATIVE AMER	HISPANIC	ASIA/PAC
INTELL RES SPEC	17.8	21.1	0.0	9.2	0.0
TECH OPS OFFICER	4.6	2.3	0.0	1.5	0.0
INTELL OFF-GENERAL	4.4	2.7	0.0	1.5	0.0
INTELL OFF-PHY SCIENCE	4.2	0.8	0.0	0.0	10.0
PROJECT MGMT ENGINEER	3.8	5.1	0.0	6.2	0.0
OPERATIONS OFFICER	3.0	0.0	0.0	6.2	0.0
COMP SYS ANAL-PROG	2.1	3.1	0.0	3.1	0.0
ENGINEER-GENERAL	1.5	1.2	0.0	4.6	0.0
COMP SYS ANALYST	1.2	2.0	0.0	1.5	10.0
SECRETARY	1.1	3.9	0.0	0.0	0.0
INTELL OFF-FOREIGN DOC	0.9	0.0	0.0	4.6	25.0
INTELL ANAL-GENERAL	0.6	6.6	0.0	1.5	0.0
ELECTRICAL ENGINEER	0.0	0.0	0.0	4.6	0.0
INTELL OFF-GEN ECON	0.0	0.0	0.0	0.0	15.0

TIME FROM STARTING WITH THE AGENCY TO REACHING GS-12:

IN AN EFFORT TO DISCOVER IF WOMEN AND MINORITIES PROGRESS AT SIMILAR SPEEDS AS MEN AND NON-MINORITIES, THE TIME FROM STARTING WITH THE AGENCY TILL PROMOTION TO GS-12 WAS CALCULATED. THE LONGEVITY COMPUTATION DATE (LCD), USED TO DETERMINE THE TOTAL AMOUNT OF TIME WITH THE AGENCY, WAS USED TO CALCULATE TIME FROM STARTING TO GS-12. THE LCD ALLOWED DATA FROM INDIVIDUALS WITH BREAKS IN SERVICE, A RELATIVELY SMALL NUMBER, TO STILL BE INCLUDED IN THE ANALYSIS. THE CALCULATION OF TIME TO GS-12 DOES NOT INCLUDE ALL INDIVIDUALS IN EACH POWER LEVEL SINCE THE DATA USED BEGINS IN FY 1980 AND SOME OFFICERS RECEIVED THEIR GS-12 BEFORE THAT YEAR. THIS ANALYSIS DID NOT ATTEMPT TO EXAMINE STARTING (EOD) GRADE DIRECTLY BUT FOCUSED ON THE PROCESS ITSELF OF MOVING TO GS-12. TABLE XXIV SUMMARIZES THE AVERAGE NUMBER OF YEARS IT TOOK FOR INDIVIDUALS IN EACH POWER LEVEL TO REACH GS-12. MALES IN THE FEEDER GROUP APPEAR TO HAVE MOVED MUCH MORE QUICKLY TO GS-12 THAN HAVE THEIR FEMALE COUNTERPARTS. THIS SUGGESTS THAT EITHER WOMEN HAVE ADVANCED MORE SLOWLY TO GS-12 IN THE PAST THAN MEN AND/OR THEY BEGAN AT A LOWER STARTING (EOD) GRADE. WITHOUT SEARCHING PERSONNEL ACTIONS TO FIND EOD RECORDS ON THESE INDIVIDUALS, EOD GRADES COULD NOT EXAMINED, AND THEN THE AUTOMATED RECORDS ARE ONLY AVAILABLE BACK TO FISCAL 1976. THE SIGNIFICANCE AT THE DEPUTY OFFICE DIRECTOR LEVEL IS IGNORED DUE TO THE SMALL NUMBER OF INDIVIDUALS.

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TABLE XXIV

AVERAGE NUMBER OF YEARS FROM STARTING WITH  
THE AGENCY TILL REACHING GS-12  
BY GENDER

	MALE MEAN	#	FEMALE MEAN	#
OFFICE DIRECTOR	N/A		N/A	
DEP OFFICE DIRECTOR	5.88**		15.13**	
GROUP/DIV/BRANCH CH	7.27		9.79	
OTHER SIS-1/2/3	7.34		6.19	
OTHER SIS-5/SIS-6	N/A		N/A	
OTHER SIS-4	N/A		N/A	
FEEDER GROUP	7.81**		10.64**	

\* DENOTE STATISTICALLY SIGNIFICANT DIFFERENCES  
AT THE 0.05 SIGNIFICANCE LEVEL

THE SMALL NUMBERS OF NON-WHITES IN THE POWER LEVELS RESTRICTS THE ANALYSIS TO THE FEEDER GROUP. IN THIS GROUP, BLACKS HAVE A SIGNIFICANTLY LONGER AVERAGE TIME FROM STARTING WITH THE AGENCY TILL GS-12 WHEN COMPARED TO WHITES, HISPANICS, OR ASIA/PACIFIC EMPLOYEES. IN ADDITION, THIS INDICATOR FOR THE HISPANICS IS SIGNIFICANTLY SHORTER THAN FOR THE WHITES, WITH THE WHITES, ASIA/PACIFICS, AND NATIVE AMERICANS NOT MUCH DIFFERENT FROM EACH OTHER IN AVERAGE TIME TO GS-12. IT IS UNKNOWN WHETHER BLACKS HAVE PROGRESSED SLOWER TO GS-12, AND HISPANICS FASTER, OR WHETHER STARTING GRADE WAS ALSO A FACTOR.

TABLE XXV

AVERAGE NUMBER OF YEARS FROM STARTING WITH  
THE AGENCY TILL REACHING GS-12  
BY ETHNIC GROUP

	WHITE MEAN	#	BLACK MEAN	#	NAT AMER MEAN	#	HISPANIC MEAN	#	ASIA/PAC MEAN	#
OFFICE DIRECTOR	N/A		N/A		N/A		N/A		N/A	
DEP OFFICE DIRECTOR	7.4		N/A		N/A		4.2		N/A	
GROUP/DIV/BRANCH CH	7.6		16.7		N/A		5.1		2.3	
OTHER SIS-1/2/3	7.5		3.8		N/A		2.5		5.6	
OTHER SIS-5/SIS-	N/A		N/A		N/A		N/A		N/A	
OTHER SIS-4	N/A		N/A		N/A		N/A		N/A	
FEEDER GROUP**	8.7		11.6		9.2		7.1		8.4	

\* DENOTE STATISTICALLY SIGNIFICANT DIFFERENCES  
AT THE 0.05 SIGNIFICANCE LEVEL

#### DERAILMENT VIA SEPARATION

AN EXAMINATION OF THE NUMBER AND THE REASONS GIVEN BY AGENCY EMPLOYEES AT THEIR EXIT INTERVIEWS IN THE ELEVEN YEAR PERIOD FY81 TO FY91 WAS UNDERTAKEN TO DETERMINE IF THERE ARE DIFFERENCES BETWEEN

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GENDER AND ETHNIC GROUPS IN THEIR REASONS FOR LEAVING. THIS ANALYSIS USES SEPARATIONS FROM THE PROFESSIONAL SUBCATEGORY WITH EITHER A CEILING OF "A" (CEILING COUNT TO CONGRESS) OR CEILING OF "E" (MISCELLANEOUS CEILING WHICH INCLUDES THOSE ON LEAVE WITHOUT PAY AND SICK OR MATERNITY LEAVE). OF THE  CASES DURING THIS PERIOD (AN AVERAGE OF  PER YEAR), RETIREMENTS, FOLLOWED BY JOB AND PERSONAL FACTORS WERE THE MOST COMMON REASONS GIVEN FOR LEAVING THE AGENCY. TABLE XXVI SUMMARIZES THESE FINDINGS.

TABLE XXVI PRIMARY REASON FOR SEPARATING FY81-FY91  
CEILING A AND E PROFESSIONAL EMPLOYEES

PRIMARY REASON	PERCENT
RETIREMENT	44.45
JOB FACTOR	19.45
PERSONAL FACTOR	11.02
UNDETERMINED	8.56
COMPLETED TOUR	5.18
RESIGN IN LIEU	2.05
COMMUNITY FACTOR	1.42
TERMINATION	0.32
ALL OTHER	7.54

WHERE FORMER EMPLOYEES WENT AFTER SEPARATING, EXCLUDING THOSE WHO GAVE RETIREMENT AS THE PRIMARY REASON FOR LEAVING, IS SUMMARIZED IN TABLE XXVII BELOW.

TABLE XXVII WHERE EMPLOYEES WHO SEPARATED DURING FY81-FY91 WENT  
CEILING A AND E PROFESSIONAL EMPLOYEES  
EXCLUDES THOSE WHO RETIRED

WHERE	PERCENT
NON-FEDERAL AGENCY	30.62
OTHER FEDERAL AGENCY	16.59
SCHOOL-STUDENT	5.29
NO IMMEDIATE JOB	3.04
STOPPING WORK	2.87
RETURNING HOME	0.65
SCHOOL-TEACHER	0.48
MILITARY SERVICE	0.43
OTHER	2.95
UNKNOWN/NOT APPLICABLE	37.06

OF THOSE WHO GAVE JOB FACTORS AS THE PRIMARY REASON FOR LEAVING, ADVANCEMENT WAS OVERWHELMINGLY THE MOST FREQUENTLY GIVEN JOB FACTOR REASON FOR LEAVING THE AGENCY, FOLLOWED BY THE DESIRE FOR A CAREER CHANGE. A U.S. MERIT SYSTEMS PROTECTION BOARD (MSPB) STUDY ON ATTRITION IN THE FEDERAL GOVERNMENT (MAY 1990) FOUND THAT FOR ALL FORMER FEDERAL EMPLOYEES SURVEYED (INCLUDES PROFESSIONAL, CLERICAL, ETC) ADVANCEMENT/COMPENSATION REASONS WERE GIVEN MOST OFTEN ESPECIALLY

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IN HIGH-COST URBAN AREAS. WHILE DIRECT COMPARISON OF THE FINDINGS OF THE MSPB STUDY WITH THE GLASS CEILING ANALYSIS IS NOT APPROPRIATE, THEY BOTH HAVE SIMILAR FINDINGS.

TABLE XXVIII      JOB FACTORS GIVEN FOR SEPARATING FY81-FY91  
CEILING A AND E PROFESSIONAL EMPLOYEES

JOB FACTORS	PERCENT
ADVANCEMENT	76.55
CAREER CHANGE	13.52
DISSATISFIED	3.93
DUTIES/RESPONSIBIL	2.00
WORK NOT CHALLENGING	1.03
EXPERIENCE NOT UTIL	0.69
AGENCY TOO BUREAUCRATIC	0.60
NO O/S TRAVEL	0.40
ALL OTHERS	1.28

OF THOSE WHO GAVE PERSONAL FACTORS AS THE PRIMARY REASON FOR LEAVING AGENCY SERVICE, A DESIRE TO RETURN TO SCHOOL, PURSUE OTHER INTERESTS, OR THE PROSPECT OF A BETTER JOB WERE THE MOST COMMONLY GIVEN PERSONAL REASONS FOR SEPARATING. HOWEVER, FAMILY RESPONSIBILITY REASONS, IF CONSIDERED AS A WHOLE, COMPRIZE 36.26% OF THE TOTAL REASONS GIVEN MAKING THIS CATEGORY THE MOST FREQUENTLY CITED REASON FOR LEAVING OF ALL THE PERSONAL FACTORS.

TABLE XXIX      PERSONAL FACTORS GIVEN FOR SEPARATING FY81-FY91  
CEILING A AND E PROFESSIONAL EMPLOYEES

PERSONAL FACTORS	PERCENT
SCHOOL	21.65
PERSONAL INTEREST	20.80
BETTER JOB	10.58
FAMILY RES/CHILDREN	10.10
FAMILY RES/SPOUSE	8.52
FAMILY RES/MARRIAGE	8.03
ENTER BUSINESS	7.66
FAMILY RESPONSIBILITY	7.18
FAMILY RES/MATERNITY	1.34
FAMILY RES/PARENTS	1.09
ALL OTHERS	3.05

#### SEPARATIONS BY GENDER

ABOUT THREE-QUARTERS (73.91%) OF THOSE SEPARATING WERE MEN. IGNORING RETIREMENTS, SEPARATIONS FROM THE AGENCY WERE STILL SIXTY-SEVEN PERCENT MALE. THIS IS SURPRISING EVEN THOUGH HISTORICALLY PROFESSIONALS WITHIN THE AGENCY HAVE BEEN PREDOMINATELY MALE. THE MAGNITUDE OF THE DIFFERENCE SUGGESTS THAN MEN HAVE ENJOYED GREATER MOBILITY IN CHANGING JOBS OR CAREERS THAN WOMEN. JOB FACTORS, WHICH INCLUDE COMPENSATION AND ADVANCEMENT POTENTIAL, WERE GIVEN ALMOST EQUAL

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IMPORTANCE BY BOTH GENDERS AS REASONS FOR LEAVING. MORE IMPORTANTLY, JOB AND PERSONAL FACTORS WERE NEARLY EQUAL IN IMPORTANCE TO WOMEN WHICH IMPLIES THAT BALANCING JOB REQUIREMENTS WITH PERSONAL OR FAMILY RESPONSIBILITIES IS A GREATER DILEMMA FOR WOMEN THAN FOR THE MEN, WHO CITE JOB FACTORS AS SIGNIFICANTLY MORE IMPORTANT TO THEM. PERSONAL FACTORS INCLUDE FAMILY RESPONSIBILITIES TOWARD CHILDREN, SPOUSE, AND MARRIAGE AND ARE MUCH MORE LIKELY TO BE GIVEN AS REASONS FOR SEPARATING BY WOMEN THAN BY MEN. THIS IS SIMILAR TO THE FINDINGS IN THE MERIT SYSTEMS BOARD STUDY. TABLE XXX BELOW PROVIDES MORE DETAIL ON THE PRIMARY REASONS GIVEN FOR SEPARATING FROM THE AGENCY BY GENDER.

TABLE XXX PERCENT OF EACH GENDER GROUP GIVING THESE AS PRIMARY REASONS FOR SEPARATING

PRIMARY REASON	MALE	FEMALE
RETIREMENT	49.62	29.82
JOB FACTOR	19.09	20.46
PERSONAL FACTOR	7.08	22.21
UNDETERMINED	6.59	14.14
COMPLETED TOUR	6.26	2.11
RESIGN IN LIEU	2.36	1.18
COMMUNITY FACTOR	0.85	3.03
TERMINATION	0.33	0.31
ALL OTHER	7.82	6.74

LOOKING AT GS-11 TO GS-15 EMPLOYEES ONLY, JOB FACTORS CONTINUE TO BE IMPORTANT REASONS FOR LEAVING FOR WOMEN IN EITHER GRADE CATEGORY, BUT NOT QUITE AS IMPORTANT FOR THE GS-12 TO GS-15 MEN AS MEN BELOW GS-12. MEN BELOW GS-12 MAY HAVE MORE FLEXIBILITY IN CHANGING JOBS EARLY IN THEIR CAREERS AND CHOOSE TO EXERCISE THAT OPTION MORE THAN MEN GS-12 AND ABOVE, WHO APPEAR TO BE MORE CONTENT WITH THEIR CAREERS AND PLAN TO STAY. WOMEN IN BOTH GRADE GROUPS ARE NEARLY EQUAL IN LIKELIHOOD TO GIVE JOB OR PERSONAL FACTORS AS REASONS FOR SEPARATING. GRADE LEVEL DOES NOT APPEAR TO BE A SIGNIFICANT FACTOR TO THEM. PERSONAL FACTORS ARE CONSISTENTLY MORE IMPORTANT TO WOMEN AS FACTORS IN CONTINUING THEIR CAREER THAN THEY ARE TO MEN.

TABLE XXXI PERCENT OF EACH GENDER GROUP GIVING THESE AS PRIMARY REASONS FOR SEPARATING - BY GRADE GROUPS

PRIMARY REASON	MALE		FEMALE	
	GS-11 & BELOW	GS-12/ GS-15	GS-11 & BELOW	GS-12/ GS-15
RETIREMENT	8.06	64.17	16.77	54.26
JOB FACTOR	33.03	16.95	23.01	16.44
PERSONAL FACTOR	15.70	4.61	25.61	15.84
UNDETERMINED	17.54	2.96	18.88	5.98
COMP ASSIGNMENT	2.26	2.63	1.13	2.09
RESIGN IN LIEU	5.30	1.68	1.46	0.75
COMMUNITY FACTOR	1.70	0.72	4.21	0.90
TERMINATION	0.64	0.26	0.41	0.15
OTHER	15.77	6.02	8.51	3.59

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WHERE THESE EMPLOYEES WENT AFTER LEAVING AGENCY SERVICE WAS EXAMINED TO SEE IF THERE WERE DIFFERENCES BETWEEN THE GENDERS. THOSE EMPLOYEES WHO RETIRED WERE NOT INCLUDED. THESE RESULTS ARE FOUND IN TABLE XXXII. ALTHOUGH THE PERCENT OF UNKNOWN OR NOT APPLICABLE RESPONSES IS LARGE, WOMEN GAVE FUTURE EMPLOYMENT PLANS WITH FEDERAL AND NON-FEDERAL AGENCIES MUCH LESS OFTEN THAN MEN AND GAVE NO WORK PLANS MUCH MORE OFTEN.

TABLE XXXII

WHERE EMPLOYEES WHO SEPARATED WENT  
EXCLUDES THOSE WHO RETIRED  
BY GENDER

WHERE	MALE	FEMALE
NON-FEDERAL AGENCY	33.79	24.18
OTHER FEDERAL AGENCY	19.92	9.82
SCHOOL-STUDENT	4.83	6.23
NO IMMEDIATE JOB	1.62	5.93
STOPPING WORK	0.36	7.99
RETURNING HOME	0.47	1.03
SCHOOL-TEACHER	0.50	0.44
MILITARY SERVICE	0.54	0.22
OTHER	1.69	5.49
UNKNOWN/NOT APPLICABLE	36.28	38.68

SPECIFIC JOB RELATED REASONS FOR LEAVING ARE LISTED BELOW IN TABLES XXXIII AND XXXIV. THERE IS LITTLE DIFFERENCE BETWEEN THE SEXES, GENERALLY, FOR ANY OF THESE REASONS. THOSE WHO SEPARATED GIVING JOB FACTORS AS THE PRIMARY REASON FOR LEAVING OVERWHELMINGLY CITED ADVANCEMENT POTENTIAL OR THE DESIRE FOR A CAREER CHANGE MOST FREQUENTLY REGARDLESS OF GENDER OR COMPARATIVE GRADE LEVEL (I.E. GS-12 TO GS-15 MEN COMPARED TO SIMILARLY GRADED WOMEN).

TABLE XXXIII

PERCENT OF EACH GENDER GROUP GIVING  
JOB FACTORS AS REASONS FOR SEPARATING

JOB FACTORS	MALE	FEMALE
ADVANCEMENT	77.57	73.87
CAREER CHANGE	13.31	14.07
DISSATISFIED	3.33	3.77
DUTIES/RESPONSIBILITIES	1.62	3.02
WORK NOT CHALLENGING	1.05	1.01
EXPERIENCE NOT UTILIZED	0.76	0.50
AGENCY TOO BUREAUCRATIC	0.57	0.75
NO O/S TRAVEL	0.48	0.25
ALL OTHERS	1.31	2.76

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TABLE XXXIV

PERCENT OF EACH GENDER GROUP GIVING  
JOB FACTORS AS REASONS FOR SEPARATING  
BY GRADE GROUPS

JOB FACTORS	MALE		FEMALE	
	GS-11 & BELOW	GS-12 TO GS-15	GS-11 & BELOW	GS-12 TO GS-15
ADVANCEMENT	72.16	81.36	70.77	80.91
CAREER CHANGE	17.34	10.49	15.49	10.91
DISSATISFIED	4.28	3.10	4.93	4.55
DUTIES/RESPONSIBIL	1.93	1.55	3.17	2.73
WORK NOT CHALLENGING	0.86	1.17	1.41	0.00
EXPERIENCE NOT UTIL	1.07	0.58	0.70	0.00
AGENCY TOO BUREAUCRATIC	0.43	0.58	0.70	0.91
NO O/S TRAVEL	0.21	0.58	0.35	0.00
ALL OTHERS	1.72	0.59	2.48	0.00

THE FUTURE WORK PLANS GIVEN BY FORMER EMPLOYEES WHO GAVE JOB FACTORS AS REASONS FOR SEPARATING WERE NOT GREATLY DIFFERENT BY GENDER. WOMEN GAVE NO IMMEDIATE JOB A LARGER PROPORTION OF THE TIME THAN MEN.

TABLE XXXV

WHERE EMPLOYEES WHO GAVE JOB FACTORS AS REASONS FOR SEPARATING WENT  
EXCLUDES THOSE WHO RETIRED  
BY GENDER

WHERE	MALE	FEMALE
NON-FEDERAL AGENCY	71.67	67.09
OTHER FEDERAL AGENCY	21.67	22.86
SCHOOL-STUDENT	1.33	1.51
NO IMMEDIATE JOB	0.95	2.51
STOPPING WORK	0.00	0.50
RETURNING HOME	0.10	0.00
SCHOOL-TEACHER	0.67	1.26
MILITARY SERVICE	0.67	0.00
OTHER	1.24	2.26
UNKNOWN/NOT APPLICABLE	1.72	2.01

SPECIFIC PERSONAL REASONS FOR SEPARATING ARE BROKEN OUT IN TABLES XXXVI AND XXXVII. EVEN THOUGH WOMEN ARE MORE LIKELY TO CITE PERSONAL FACTORS THAN MEN, MEN WHO GIVE PERSONAL REASONS FOR LEAVING GIVE DIFFERENT REASONS THAN DO THE WOMEN. MEN GENERALLY GAVE SCHOOL, PERSONAL INTERESTS, AND A BETTER JOB OFFER MORE OFTEN AS REASONS THAN DID THE WOMEN, ALTHOUGH THESE REASONS WERE IMPORTANT TO WOMEN ALSO. THE LIKELIHOOD OF LEAVING BECAUSE OF A BETTER JOB OFFER INCREASES FOR BOTH GENDERS AS GRADE LEVEL INCREASES, ALTHOUGH MORE SO FOR MEN. FAMILY RELATED REASONS WHICH ARE UNIMPORTANT REASONS FOR SEPARATING FOR THE MEN ARE VERY IMPORTANT TO WOMEN AND MAKE UP THE LARGEST CATEGORY IF CONSIDERED AS A WHOLE. MARRIAGE CONCERNES BECOME LESS OF A REASON FOR LEAVING FOR WOMEN AS GRADE LEVEL INCREASES.

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TABLE XXXVI

PERCENT OF EACH GENDER GROUP GIVING  
PERSONAL FACTORS AS REASONS FOR SEPARATING

PERSONAL FACTORS	MALE	FEMALE
SCHOOL	27.70	16.20
PERSONAL INTEREST	26.15	15.97
BETTER JOB	15.90	5.36
FAMILY RESPONSIBILITY/CHILDREN	1.28	18.06
FAMILY RESPONSIBILITY/SPOUSE	2.05	14.35
FAMILY RESPONSIBILITY/MARRIAGE	2.56	12.96
ENTER BUSINESS	12.82	3.01
FAMILY RESPONSIBILITY	8.46	6.02
FAMILY RESPONSIBILITY/MATERNITY	0.26	2.31
FAMILY RESPONSIBILITY/PARENTS	1.03	1.16
ALL OTHERS	1.79	4.60

TABLE XXXVII

PERCENT OF EACH GENDER GROUP GIVING  
PERSONAL FACTORS AS REASONS FOR SEPARATING  
BY GRADE GROUPS

PERSONAL FACTORS	MALE		FEMALE	
	GS-11 & BELOW	GS-12 TO GS-15	GS-11 & BELOW	GS-12 TO GS-15
SCHOOL	42.78	9.28	18.36	11.32
PERSONAL INTEREST	23.87	23.57	15.82	17.92
BETTER JOB	10.36	25.71	5.07	8.49
FAMILY RES/CHILDREN	1.80	0.71	18.04	16.98
FAMILY RES/SPOUSE	1.80	2.14	13.61	16.98
FAMILY RES/MARRIAGE	4.50	0.00	14.24	7.55
ENTER BUSINESS	6.76	22.86	1.90	5.66
FAMILY RESPONSIBILITY	5.86	10.71	6.96	2.83
FAMILY RES/MATERNITY	0.00	0.71	0.95	6.60
FAMILY RES/PARENTS	1.35	0.71	1.27	0.94
ALL OTHERS	0.92	3.60	3.78	4.73

IN TERMS OF THE EMPLOYMENT PLANS FOR THOSE GIVING PERSONAL FACTORS SHOWS A GREAT DIFFERENCE BETWEEN THE GENDER GROUPS. MEN HAVE JOB PLANS IN 42.8% OF THE CASES COMPARED TO THE WOMEN AT 14.8%. SCHOOL APPEARS TO BE A MORE SIGNIFICANT DESTINATION THAN FOR WOMEN ALSO. WOMEN MANY TIMES (35.9%) HAVE NO PLANS TO CONTINUE WORKING OR HAVE NO IMMEDIATE JOB WHEN THEY SEPARATE.

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TABLE XXXVIII

WHERE EMPLOYEES WHO GAVE PERSONAL FACTORS AS  
REASONS FOR SEPARATING WENT - BY GENDER  
EXCLUDES THOSE WHO RETIRED

WHERE	MALE	FEMALE
NON-FEDERAL AGENCY	35.13	10.42
OTHER FEDERAL AGENCY	7.69	4.40
SCHOOL-STUDENT	30.26	17.82
NO IMMEDIATE JOB	6.92	12.73
STOPPING WORK	1.79	23.15
RETURNING HOME	2.31	2.08
SCHOOL-TEACHER	1.54	0.23
MILITARY SERVICE	0.26	0.00
OTHER	5.64	11.81
UNKNOWN/NOT APPLICABLE	8.47	17.36

## SEPARATIONS BY ETHNIC GROUP

SEPARATIONS DURING THIS SAME PERIOD BY ETHNIC GROUP WERE:

PERCENT OF TOTAL SEPARATIONS BY ETHNIC GROUP				
WHITE	BLACK	HISPANIC	NAT AMER	ASIA/PAC
92.27	3.85	1.62	0.20	1.69

RETIREMENTS FOLLOWED BY JOB AND PERSONAL FACTORS WERE THE MOST FREQUENT REASONS GIVEN FOR SEPARATING. IGNORING RETIREMENTS, JOB REASONS WERE MOST FREQUENTLY CITED EXCEPT IN THE HISPANIC AND NATIVE AMERICAN GROUPS WHICH GAVE PERSONAL REASONS MORE OFTEN. SEPARATIONS REASONS FOR THE ASIA-PACIFIC GROUP SHOWED THE MOST DIVERSITY, WITH NO ONE REASON BEING CITED OVERWHELMINGLY.

TABLE XXXIX

PERCENT OF EACH ETHNIC GROUP GIVING THESE  
AS PRIMARY REASONS FOR SEPARATING

PRIMARY REASON	WHITE	BLACK	HISPANIC	NAT AMER	ASIA/PAC
RETIREMENT	45.17	31.01	33.88	26.67	56.35
JOB FACTOR	19.74	19.51	15.70	13.33	9.52
PERSONAL FACTOR	10.96	13.24	17.36	20.00	3.17
UNDETERMINED	7.95	22.30	12.40	26.67	5.56
COMPLETED TOUR	5.16	1.39	5.79	0.00	3.17
RESIGN IN LIEU	1.80	5.57	6.61	0.00	3.17
COMMUNITY FACTOR	1.44	1.05	1.65	0.00	1.59
TERMINATION	0.29	0.35	0.83	0.00	1.59
ALL OTHER	7.49	5.57	5.79	13.33	15.87

FORMER EMPLOYEES GAVE THE FOLLOWING WORK PLAN DESTINATIONS WHEN THEY SEPARATED. EXCEPT FOR THE WHITE AND BLACK GROUPS, THE OTHER ETHNIC GROUPS WERE RELATIVELY SMALL, MAKING COMPARISONS DIFFICULT. OVERALL, THE GROUPS ARE VERY SIMILAR IN THE PROPORTION EACH GROUP GAVE FOR EACH DESTINATION. THE LARGE NUMBER OF RESPONSES CODED AS UNKNOWN OR NOT APPLICABLE IS OF CONCERN. TABLE XXXX COMPARES THE GROUPS.

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TABLE XXX

WHERE EMPLOYEES WHO SEPARATED WENT  
EXCLUDING THOSE EMPLOYEES WHO RETIRED  
BY ETHNIC GROUP

WHERE	WHITE	BLACK	HISPANIC	NAT AMER	ASIA/PAC
NON-FEDERAL AGENCY	31.47	26.77	17.50	18.18	16.36
OTHER FEDERAL AGENCY	17.02	5.56	13.75	9.09	10.91
SCHOOL-STUDENT	5.25	6.06	7.50	0.00	3.64
NO IMMEDIATE JOB	3.05	4.04	1.25	0.00	1.82
STOPPING WORK	3.00	1.52	2.50	0.00	1.82
RETURNING HOME	0.56	1.52	2.50	9.09	0.00
SCHOOL-TEACHER	0.53	0.00	0.00	0.00	0.00
MILITARY SERVICE	0.45	0.51	0.00	0.00	0.00
OTHER	2.81	5.05	6.25	0.00	1.82
UNKNOWN/NOT APPLICBL	35.87	48.99	48.75	63.64	63.63

SPECIFIC JOB RELATED REASONS FOR LEAVING ARE CITED IN TABLE XXXI.  
ADVANCEMENT AND CAREER CHANGE REMAIN THE MOST FREQUENTLY GIVEN REASONS  
FOR LEAVING THE AGENCY FOR ALL GROUPS.

TABLE XXXI

PERCENT OF EACH ETHNIC GROUP GIVING  
JOB FACTORS AS REASONS FOR SEPARATING

JOB FACTORS	WHITE	BLACK	HISPANIC	NAT AMER	ASIA/PAC
ADVANCEMENT	76.58	78.57	63.16	100.00	75.00
CAREER CHANGE	13.62	7.14	31.58	0.00	8.33
DISSATISFIED	3.31	5.36	5.26	0.00	8.33
DUTIES/RESPONSIBIL	1.99	3.57	0.00	0.00	0.00
WORK NOT CHALLENGING	1.03	1.79	0.00	0.00	0.00
EXPERIENCE NOT UTIL	0.66	1.79	0.00	0.00	0.00
AGENCY TOO BUREAUCRATIC	0.59	1.79	0.00	0.00	0.00
NO O/S TRAVEL	0.44	0.00	0.00	0.00	0.00
ALL OTHERS	1.78	0.00	0.00	0.00	8.34

THOSE WHO GAVE JOB RELATED REASONS FOR LEAVING DO NOT SEEM TO  
RADICALLY DIFFERENT BY ETHNIC GROUP. THE SMALL NUMBER OF HISPANIC,  
NATIVE AMERICAN, AND ASIA/PACIFIC PEOPLES MAKES COMPARISON DIFFICULT.  
FOR WHITES AND BLACKS, THE TWO GROUPS WERE MOSTLY SIMILAR ALTHOUGH THE  
PROPORTION OF BLACKS WITH UNKNOWN OR NOT APPLICABLE RESPONSES IS MUCH  
HIGHER THAN THAT OF THE WHITES. WHY THIS MIGHT BE SO IS UNKNOWN.  
TABLE XXXII SUMMARIZES THESE RESULTS.

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TABLE XXXII

WHERE EMPLOYEES WHO GAVE JOB FACTORS AS REASONS  
 FOR SEPARATING WENT -- BY ETHNIC GROUP  
 EXCLUDING THOSE EMPLOYEES WHO RETIRED

WHERE	WHITE	BLACK	HISPANIC	NAT AMER	ASIA/PAC
NON-FEDERAL AGENCY	70.47	73.21	57.89	100.00	58.33
OTHER FEDERAL AGENCY	21.94	16.07	36.84	0.00	41.67
SCHOOL-STUDENT	1.33	3.57	0.00	0.00	0.00
NO IMMEDIATE JOB	1.33	3.57	0.00	0.00	0.00
STOPPING WORK	0.15	0.00	0.00	0.00	0.00
RETURNING HOME	0.07	0.00	0.00	0.00	0.00
SCHOOL-TEACHER	0.88	0.00	0.00	0.00	0.00
MILITARY SERVICE	0.52	0.00	0.00	0.00	0.00
OTHER	1.47	3.57	0.00	0.00	0.00
UNKNOWN/NOT APPLICBL	1.84	0.00	5.26	0.00	0.00

SPECIFIC PERSONAL FACTORS FOR SEPARATING DO NOT SHOW DRAMATIC DIFFERENCES BETWEEN ETHNIC GROUPS. IN GENERAL, A DESIRE TO PURSUE PERSONAL INTERESTS WAS COMMON ACROSS ALL GROUPS. FAMILY REASONS WAS ALSO A FAIRLY CONSISTENT REASON ACROSS ALL GROUPS. THE WHITE, HISPANIC, AND ASIA-PACIFIC GROUPS TENDED TO GIVE SCHOOL AS A REASON BUT NOT SO THE BLACK GROUP. THIS MAY BE DUE TO THE BELIEF IN ADDITIONAL EDUCATION AS A MEANS TO BETTER/PREPARE ONESELF FOR NEW JOBS AND RESPONSIBILITIES. TABLE XXXIII CONTAINS THE SPECIFIC FINDINGS.

TABLE XXXIII

PERCENT OF EACH ETHNIC GROUP GIVING PERSONAL FACTORS AS REASONS FOR SEPARATING

PERSONAL FACTORS	WHITE	BLACK	HISPANIC	NAT AMER	ASIA/PAC
SCHOOL	21.89	10.52	33.33	0.00	25.00
PERSONAL INTEREST	20.56	23.68	23.81	33.33	25.00
BETTER JOB	10.87	13.16	0.00	0.00	0.00
FAMILY RES/CHILDREN	10.08	13.16	9.52	0.00	0.00
FAMILY RES/SPOUSE	8.22	7.89	9.52	0.00	50.00
FAMILY RES/MARRIAGE	8.09	13.16	0.00	0.00	0.00
ENTER BUSINESS	8.09	5.26	0.00	0.00	0.00
FAMILY RESPONSIBILITY	6.90	10.53	4.76	66.67	0.00
FAMILY RES/MATERNITY	1.33	0.00	4.76	0.00	0.00
FAMILY RES/PARENTS	1.06	0.00	4.76	0.00	0.00
ALL OTHERS	2.91	2.64	9.54	0.00	0.00

EMPLOYEES WHO GAVE PERSONAL FACTORS AS REASONS FOR LEAVING HAD VERY SIMILAR WORK PLANS. THE SMALL NUMBER OF HISPANIC, NATIVE AMERICAN, AND ASIA/PACIFIC PEOPLE WHO SEPARATED MAKES COMPARISON OF ALL GROUPS IMPOSSIBLE. THE WHITE AND BLACK ETHNIC GROUPS GAVE ROUGHLY THE SAME PROPORTION FOR EACH DESTINATION EXCEPT FOR STOPPING WORK. IT IS NOT KNOWN WHY THIS IS SO.

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TABLE XXXIV

WHERE EMPLOYEES WHO GAVE PERSONAL FACTORS AS  
 REASONS FOR SEPARATING WENT -- BY ETHNIC GROUP  
 EXCLUDING THOSE EMPLOYEES WHO RETIRED

WHERE	WHITE	BLACK	HISPANIC	NAT AMER	ASIA/PAC
NON-FEDERAL AGENCY	22.55	26.32	9.52	0.00	00.00
OTHER FEDERAL AGENCY	5.97	5.26	4.76	33.33	0.00
SCHOOL-STUDENT	23.47	23.68	28.57	0.00	50.00
NO IMMEDIATE JOB	9.95	10.53	4.76	0.00	25.00
STOPPING WORK	13.53	7.89	9.52	0.00	0.00
RETURNING HOME	1.99	2.63	4.76	33.33	0.00
SCHOOL-TEACHER	0.93	0.00	0.00	0.00	0.00
MILITARY SERVICE	0.13	0.00	0.00	0.00	0.00
OTHER	8.49	10.53	19.05	0.00	25.00
UNKNOWN/NOT APPLICBL	13.00	13.16	19.05	33.33	0.00

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DATE: APR 2006

**APPENDIX C:**  
**Summary of Interviews with the**  
**Top 11 Intelligence Officers**

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## SUMMARY OF INTERVIEWS WITH TOP 11 INTELLIGENCE OFFICERS

The following section describes interviews with the 11 most senior intelligence officers within the Agency. The objective of these interviews was to collect their perceptions about the ingredients of a successful career at the Agency and characteristics of women or minorities who have broken the glass ceiling.

The information follows the sequence of questions in the "Top 11 Intelligence Officers Interview Guide" designed by the consulting team.

### 1. What are the qualities, skills, strengths and characteristics critical for success?

The top 11 intelligence officers indicated that technical experience and expertise is the starting point of a successful Agency career. Initiative, commitment and dedication come next, followed by people skills. "Savvy" was also mentioned as being quite significant. Savvy was described as understanding the political environment in which one works, whether it is at headquarters or overseas, and is the knowledge of one's own culture or that of a foreign government. It is knowing when to be bold and when to retreat, when to take risks and when to hold back. It was described as having the right instincts in a situation to be effective and successful. Also there is a need to take jobs that present a risk or will stretch the employee. Individuals must be wise enough to reach out to others for help when it is needed. They noted that it is also critical to develop a sense of the big picture. This can best be developed through a wealth of experience, including overseas assignments, rotational assignments to different Directorates, different offices in the Agency, and in associated intelligence organizations.

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2. What do you see as a critical turning point in a person's career?

The top 11 intelligence officers consistently said that assignment to line management positions is the critical turning point. One must be willing to leave a specialized area and take different assignments with a broad scope. To get line management positions, one must develop broad experience and perform well in high-visibility positions. Successful employees are willing to take these risks and perform well in challenging assignments.

3. Do successful people ever make a big mistake and then recover from it? How do people recover?

The top 11 intelligence officers commented that successful employees, including women and minorities, can make mistakes and recover. They noted that people recover by getting training and coaching and/or making a job change. Some employees will find themselves "in over their heads" and have to struggle initially. This is not a mistake but some people see it as one.

4. Once a person is recognized as a viable candidate for a high-level job, did they get any special attention? Were they given special assignments, challenges, or supervisors because of their potential?

Seven of the top officials said "yes," people with high potential are given special treatment. They are mentored and suggested for key assignments. Three said "no," that they did not advise or promote the idea of special treatment. These interviewees mentioned that success is based upon doing the line management job in a distinguished way.

In the following series of questions, the 11 intelligence officers were asked to describe a woman or minority they know who has broken the glass ceiling.

5. What single thing do you think contributed most to this person's ultimate success in getting to the top?

Interviewees stated the following primary characteristics for career success: developing a professional reputation built on performance and results; a proven track record of taking initiative; taking risks; drive to get the job done; and savvy.

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6. How representative is this person (a woman or minority) to those who make it to the top at the Agency? How does he/she differ from the White males who make it? How does he/she differ from other women and minorities?

The top 11 intelligence officers commented that women and minorities who make it to the top at the Agency are similar to or better than White males in some areas, usually technical expertise and/or interpersonal skills. The top 11 intelligence officers commented that having a personal support system (i.e., family infrastructure) was important to career success, especially in overseas assignments. They perceived that while most White males who make it to the top have this support system, many women rising to the top do not.

7. Is there a consistent "fatal flaw" that causes high potential employees to derail or not make it to the SIS? What specifically derails women, minorities, and White males?

People who have a cause or an ideology they want to promote get derailed. For women specifically, derailment is usually caused by the "time factor." The top 11 intelligence officers perceived that the long hours required for success are difficult for women. Additionally, they perceived that some women have difficulty working constructively with others on a team.

Derailment can also come from holding certain positions in the Agency. Staff jobs were described as "death on wheels" to women and minorities. Sustained superior performance in line management is perceived as the key to success. The top 11 intelligence officers commented that, in the past, some women and minorities were not able to "carry the load." They must bring forth results and sometimes women and minorities are not thorough or deep enough. In some cases women and minorities may suffer from "risk aversion," a reluctance to try new and different things. This might stem from experiencing initial success in a job that now seems safe. Thus, to take a new job and new risks may be too threatening.

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**8. What do you perceive to be the barriers to advancement for women and minorities at the Agency?**

The top 11 intelligence officers noted the following possible barriers:

- o A lack of mentoring.
- o Unconscious bias, Agency-wide, that shows up at the GS-12 to 13 level. It is hard for women and minorities to get that first management job.
- o The pool of women and minorities is smaller. As their population at the Agency grows, so will the number of promotions into top management. Minorities have a greater disadvantage than women because their numbers are smaller.
- o Women are not given important assignments from the beginning. They are possibly promoted at the same rate as men at the lower grades, but they do not get the key assignments that will position them for later career success.
- o Women who have been successful in the past modeled men. These women have put their careers first. Some women do not have the family support they need to advance their careers in situations where they must put their careers first.
- o Many women are less aggressive in finding out what is necessary to get certain positions.
- o The key jobs are in line management. Women in the SIS are still not getting these jobs.
- o Women do not set their sights high enough. They do not take the risks they need to take to advance.
- o Some women over-specialize and are reluctant to move from the home office to take positions in another environment that will increase their ability to compete for future positions. Many times it takes pushing to get them to move and broaden their experience.
- o Women and minorities seem to have anxiety due to the ambiguity of the situation. They look for structure and consistency where there is none.
- o Women who are pushy are disadvantaged because people are uncomfortable with them.
- o The degree to which minorities can learn and live within the culture will determine their success. If they do not adapt, it will be harder on them.

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9. Do you believe some parts of the Agency are more likely to produce top female and minority officers than others? Which ones and why?

The DI was identified most frequently as being fertile ground for women and minorities. The DO was named as least likely to produce top female and minority officers. However, the DO is in transition due to new management. Overall, the Offices of Personnel, Finance, and Training were mentioned as offices that were more likely than others to produce top female and minority officers.

10. Are there certain specific Directorates, jobs or assignments that you see as critically important in "seasoning" female and minority officers on the way up?

The top 11 intelligence officers did not identify specific Directorates that were critically important. However, they did indicate certain jobs and assignments.

The top 11 intelligence officers stated that it is very important to establish your reputation as a "journeyman" at the "grassroots level" in the line as early as possible in your career. Then it is important to succeed at challenging assignments in a broad range of activities; to develop an understanding of the big picture; and to gain trust of others that you can perform well in many situations.

11. Do you think the road to the top is different for women and minorities today than it was in the past? Do you think it will change in the future? How long will it be before women and minorities are represented in the top positions?

The top 11 intelligence officers stated that the road to the top is improving for women and minorities. However, they estimated that it will be 5 to 15 years until women are in the top positions. They commented that it will take longer for minorities to get to the top positions because their employee population pool is so much smaller. The minority student intern program looks like a good way to recruit minorities and keep them.

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12. As we talk to other people it has become clear that the rules for advancement are not obvious. Would you agree? Is there a benefit you can see from this? What does it cost the system?

The top 11 intelligence officers agreed that the rules for advancement are not obvious, although they seem to be more apparent to White males. The top 11 intelligence officers had several comments on this question:

- o "People should be able to figure it out."
- o "Feedback is necessary. We need to provide clear feedback to everyone."
- o "Feedback is essential to help make an employee competitive."
- o "The subjectivity of the system doesn't cost anything at the SIS level. However, at the mid-level it costs some talented managers because they don't figure it out."

The officials further stated that supervisors should be coaching their people, making them more aware of opportunities and the pros/cons of career decisions.

13. What advice would you give a minority or woman about advancement at the Agency?

The top 11 intelligence officers advised others to:

- o "be capable"
- o "develop substantive expertise"
- o "get visible"
- o "demonstrate your work to many people."

Employees "need to make moves so the system can notice you." Also mentioned were the following:

- o "Get in the line and perform line management jobs"
- o "Be clear on what you want"
- o "Promote your ideas, not yourself"

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- o "Don't think about what will advance your career, concentrate on what will give you opportunity to do your job well"
- o "Promote yourself without being self-promoting"
- o "Learn the big picture"

**14. What changes need to take place in the Agency to ensure equal opportunity for career advancement?**

The top 11 intelligence officers said that:

- o Women and minorities need to participate in management councils;
- o Higher levels should encourage managers to offer career support;
- o Women and minorities need to mentor their own groups more;
- o Mentor women and minorities so they will be successful in the Agency culture;
- o Continue the multiculture effort that has been started.

Career panels should:

- o Take more initiative in thinking about women and minorities. "They (women and minorities) are people who do not readily come to mind when thinking about assignments and promotions."
- o Improve feedback, which needs to be more clear and directed at what will make people more competitive.
- o Publicize success stories of the women and minorities who do well.
- o Continue the multi-cultural effort that has been started.

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**APPENDIX D:**  
**Summary of Interviews with SIS Officers**

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## SUMMARY OF INTERVIEWS WITH SIS OFFICERS

1A. What are the qualities, skills, strengths, and characteristics critical for your success?

SIS interview participants mentioned many of the same specific skills, strengths or characteristics as critical to success. The most frequently mentioned characteristics are listed below in descending order of importance.

o	Interpersonal effectiveness	52%
o	Technical skills	51%
o	Honesty/integrity	23%
o	Writing/speaking skills	20%
o	Flexibility	19%
o	Risk taking	12%

White men listed technical competence, English language skills, and honesty/integrity most frequently. Perseverance and good judgement are also considered important as characteristics of success. White men believe: "If you are really good you will bubble to the top." They express the belief that the individual does not have to focus on the details of his/her career. Instead the career will "take care of itself," if the individual focuses on doing the job well.

White women listed people skills, risk taking, and substantive expertise most frequently. These characteristics were followed by the ability to write and speak well, flexibility, and willingness to work long hours.

Black men listed as most important, support for the people around you, and being part of the team. This was followed by networking, obtaining visibility and political savvy. Black men indicated that substantive technical expertise is the foundation of career success, but they pointed out that many people with technical expertise are not highly successful. They feel a strong need to build people's trust in

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them and share their power with other Black people (particularly men) who also have power.

Style as an issue for advancement is important for Black men. They perceive that they can not afford to be confrontational. To successfully climb the career ladder they must adapt the style of White males. There is a strong perception among Blacks that they may be perceived by White men and women as intimidating and physically threatening. Black men feel they must prove that they can be trusted, and they perceive the need to go out of their way to make people comfortable with them in professional situations.

**Black women** list substantive knowledge and ability as most important followed by mentors and networking, then personal confidence, assertiveness and flexibility.

**Asian men** stressed the following characteristics: technical skills, the ability to get along with people, caring for people, and treating people well. This was followed by learning to speak out. Some Asian males perceive that they have to pull themselves up by their bootstraps with no reliance on others. Self-reliance in these individuals is an important characteristic.

**Hispanic men** stressed technical expertise and intelligence most frequently, but they also included team building and people skills with the same frequency as White and Asian men. Hispanic men also identified the necessity of networking and having patrons in the organization.

**1B. Is knowledge of the official guidelines for promotion, assignment and training processes important? Did you have that knowledge?**

Thirty-four percent of White males and White females said that knowledge of the official guidelines is important. Among the minorities, one Asian male said official guideline knowledge was important. The other minority SIS officers indicated that knowledge of official guidelines was not important. Overall, most people who have made it to the SIS didn't think about it. It is almost a matter of pride that they didn't worry about the details of their career management. These matters took care of themselves. Three Black males said knowledge of the "unofficial" guidelines was important.

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About 25% of White males, 27% of White females and one Black male said they had knowledge of the official guidelines. In general, knowledge about the guidelines for promotion, assignment, and training processes is not widely known.

2. What was your first managerial job? What did you learn from it?

All interviewees reported similar first managerial jobs, including branch chief, supervisor, team leader, or section chief. The things they learned from this experience were people skills, how to work with people and build teams, how to motivate people, and how to match their skills to the Agency mission.

3A. Please describe the person who taught you the most during your career. What did this person do that made him/her so special?

Everyone was able to clearly describe people who had been helpful in their careers. White and Hispanic males most frequently described a role model whom they respected and from whom they learned by observing and copying. White and Hispanic men felt they benefited most by acquiring technical skills and a political education. White women, Black men, and Black women reported that they benefited most from the opportunities to stretch and to assume greater responsibility. White women often mentioned their mentors/bosses as the people who most helped them learn job content skills and the Agency's unwritten rules. Asian males said they learned to care for people and take responsibility on their own. Overall, SIS officers said the people who had been helpful in their careers helped them to see the big picture, improved their political savvy, and provided them with support -- which included timely and accurate feedback.

3B. How did this relationship start? Do you consider this person a mentor? If not, have you ever had a mentor?

These helpful professional relationships almost always began in a supervisory relationship or through close proximity. However, less than 50% of White and Asian men said they had a mentor. Almost 100% of White women, Black men and Black women, and Hispanic men said they had a mentor. In the opinion of the consulting team all of these relationships fell easily into what could be accurately described as mentoring. Although they did not necessarily have formalized mentoring relationships, many SIS officers reported receiving coaching, role modeling, exposure and visibility,

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challenging assignments, acceptance and confirmation, sponsorship, counseling, protection, and friendship from others in the work site. The first three were mentioned far more than the others.

**4A. Have you ever been a mentor to anyone?**

Virtually all SISers have been mentors to others. Some White men and one White woman said they had tried to be a mentor but they were not sure if it had been beneficial to the person mentored. Mentors indicated they had helped women, minorities and White men. However, one Black male said he had not mentored Blacks because there were not any to mentor.

**4B. Do you have a spouse or partner working for the Agency? How did it work out?**

About one-third of those interviewed said they had spouses or partners working at the Agency. In general they said it worked fine. These Agency couples can share and understand each other's careers. However, one SIS officer reported that success of one partner may preclude or limit the success of the other partner because it resulted in two senior officers in the same family.

**5A. What was your first important assignment? How did it come about?**

It was generally unclear how the assignment process worked. However, all first "big" assignments seemed to combine high visibility and responsibility. A few first "big" assignments occurred within the first month of Agency employment. These individuals said it was pure luck. They were thrown into a situation that was way over their heads, but they loved it and performed well. Others reported that special projects were assigned to them sometime during their tenure at the Agency. Others spoke of their account turning "hot" overnight, affording them visibility and recognition.

White women talk about their important assignments as "stretch" assignments. Many White women were encouraged to take a risk, move to a new job, or to assume an assignment that was beyond their scope and expectations. These important assignments established a professional reputation for the SIS employees and led to subsequent important assignments.

~~CONFIDENTIAL~~**5B. What training courses were important to your career and why?**

Initially, interviewees indicated that performance, rather than training, determined career success. Then, on further reflection, the idea of training as a reward for good performance surfaced. Educational sabbaticals, either at prestigious universities or one of the military War Colleges, were viewed as valuable. Other valuable courses included the Program on Creative Management (POCM), the Mid-Career Course, and Multi-Cultural Training. Networking was reported as the most valuable aspect of training, along with the opportunity away from the "daily grind" and stress.

**6. How did you first become visible? How did you first benefit from this visibility?**

The first important assignment was the real start for successful careers. Being picked for a high visibility/high responsibility job is very important for career success. Interviewees also mentioned that visibility could be increased through demonstrating the ability to perform a variety of jobs, conducting briefings, and running projects. It was noted that after the first 'key' or visible assignment, other important assignments followed. In fact, SISers talked of subsequent promotions as 'feedback' that they were doing a good job. Minority interviewees mentioned that it is somewhat difficult to earn visibility for their accomplishments, even at the SIS level.

Anecdote about the issue of invisibility of minorities in the system.

"I'm in the SIS and doing great, but I look around and see people who don't know half as much who have shot past me. They get stipends and awards. I see in many ways that, once you've moved to the SIS, you're supposed to be happy because, look you're there. But, compared to my colleagues, I'm the invisible male who can't get any recognition. I can't get a straight answer on how to get selected for promotion. It wasn't based on anything that was definable, it was subjective, or they didn't think of me.

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7. What barriers did you face in your path to the SIS? How did you overcome them?

Over 75% of White men said they faced no barriers in their path to the SIS. Two said the barriers they faced were self-imposed, having to do with self confidence. Two others said they faced stiff competition. Twenty-five percent of the Black men said it took them twice as long to get to the SIS as it should have. Twenty-five percent of Black men reported having to change their confrontational style in order to advance. Additionally, 25% of Black men perceived that their managers and the organization as a whole devalued and discounted what they did. They indicated that they felt they had to do twice as much to get recognition. In general, Asian and Hispanic males said adapting to the Agency style of writing and briefing was the biggest barrier they faced. One Hispanic man perceived the major barrier to be individuals' attitudes, noting, "the organization does not have a built-in bias but individuals do."

White women noted two primary barriers: manager's fear of taking risks on women and prejudice against women. Black women echoed this perception. They said first-line supervisors were uncomfortable in working with them and had low expectations for Black people in general. The "Good Ol' Boy" network did not recognize the contributions of Black men or women. Additionally, they said the Agency perception was that Black men or women who succeeded were the exceptions to the norm.

**Anecdote:**

"Whites are not often comfortable with Blacks or with differences in general. They choose people they know and that they have personal experience with. On panels, names come up of people who are known. People don't want to work with other people who are a pain in the butt or different."

8. Have you ever worked for a difficult person, one you could barely tolerate? What did you learn from the experience?

Over 75% of SISers said they had worked for a difficult person. Lessons learned from the experience included: developing an understanding of the value of

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changing jobs and rotational assignments; developing the patience to put up with things; learning to stay out of the difficult person's way; learning that it is possible to work for people you don't like; and the importance of a network at such a time to maintain connection with other people in the organization.

**9. How did advancement into the SIS ranks affect the way you were seen or treated?**

In total, 20% of all interviewees indicated that advancement into the SIS affected the way they were seen or treated (50% of White women, 25% of White men and 13% of minorities)... These changes included effects, both positive and negative:

- o Seen as a member of the "club"
- o Less pressure (Don't have to prove self anymore)
- o Increased expectations (More is expected of you. You set the example)
- o Greater respect from colleagues
- o Symbol of pride to other Blacks
- o Confidence builder
- o More visibility, exposure and broader opportunities
- o Seen as a token (People think I made it because I'm Black)

**10. Did you ever do anything that put your advancement at risk? (i.e. make a mistake, an unsupported decision, etc.) How did you recover?**

Over 75% of White men, 70% of White women, and 61% of minorities said that they had done something to put their advancement at risk. Many stated they did what they thought was best for themselves personally and professionally. They demonstrated a high degree of integrity in their choices in relation to this question. There were numerous stories of individuals whose careers advanced despite choosing a path that appeared to be contrary to the conventional wisdom. For example, one individual was counseled by his supervisor that he would be possibly sacrificing a promotion by going overseas to a less visible spot than staying at headquarters. While there, however, events changed, he gained more visibility than he expected and was promoted.

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11. Were you ever burned out and very frustrated, but managed to re-start? How?

Over 65% of White men, 63% of White women, and 65% of minorities have suffered from burn out during their careers. The usual remedy is to change jobs or to take an educational sabbatical. Most indicated that they were recharged after making this type of change. All groups sought change in some way to deal with these issues.

12. Is there a consistent "fatal flaw" that causes high potential employees not to make it to the SIS? What derails women, minorities and White males?

The fatal flaw noted by the majority of interviewees was some aspect of interpersonal effectiveness or people skills. This was perceived to be a derailler, particularly for minorities and women. White men noted "lack of team work," and being "fatally ambitious," or stepping on too many toes as derailing factors for all people. Most SIS employees saw the assertiveness issue for women, being either too assertive or not assertive enough, and added a lack of confidence as another derailler. Hispanic males perceive that women and minorities haven't yet realized the value of a network of patrons. Black men saw having too much integrity, being too stubborn, or an unwillingness to compromise as derailers for women. Black men saw having a confrontational style and not mixing enough with the dominant group as derailers for minorities .

**Anecdote:**

**"Interpersonal effectiveness is valued so highly in this organization that to not laugh at a racial joke would be seen as improper."**

Family responsibilities were mentioned as a possible fatal flaw for women in the organization, although no women SIS officers said that family responsibility was a barrier for them. However, one female SIS officer stated:

**"When I was appointed deputy division director, my female subordinates were happy to see me there because I was a female. I told them Christmas was a family holiday and they were happy. One woman told me it was the first time she could tell a boss that she was late because her child was sick rather than**

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her car broke down. I told her not to ever again act as if her car was a better reason to be late than her child."

13. To what degree did your PARs influence your career advancement? What other feedback and evaluation did you get?

Interviewees consistently had similar responses to the two questions. The first is that positive PARs do not have much influence in an employee's career. PARs only influence career potential if they are negative. With respect to the second question, interviewees stated that there is not enough feedback. The only group that gets some consistent feedback is White males, but they are dissatisfied with the limited feedback given. A perception strongly held by women and minorities is that White male managers are uncomfortable giving them feedback. The secret of success, as reported by a White women, is to have someone with credibility vouch for you and tell you the truth about how you are doing.

14. Do you think there is a difference in the rate of advancement for men, women and minorities? If so, to what do you attribute these differences?

Almost 93% perceive a difference in the rate of advancement for men, women, and minorities. Most interviewees perceive that White males advance the fastest. Although White men see a deliberate effort to advance women. Asian men also report that "women are treated well," with no differences in advancement. Women see a strong preference for White males because it is a "male-dominated system with male values." "Men tend to choose their own" (cloning). "The system is willing to take a chance on mediocre White males, but would not take a chance on women or minorities." Women also see men as "more aggressive in planning their careers."

15. Do you think there is a glass ceiling? If so, at what level does it exist? Are they different in different directorates?

Over 87% of SISers interviewed reported that there was a glass ceiling. Estimates of the level included: "It's lower in the DO, women can't get promoted so they drop out." "Key assignments are not given to women or minorities." Black women said the ceiling is GS-12 for minority men and women. White women reported the ceiling at GS-13 for women.

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16. Do you believe some parts of the Agency are more likely to produce SIS personnel than others? Which ones and why?

The answer to the first question was a strong "yes." Among SISers the most fertile ground for growing other Senior Intelligence Service officers is the DI, followed by the DS&T and the DA. The DO was mentioned as the least likely directorate to produce SIS officers. The reasons given were:

- o The DI moved more women to their Directorate early on and their feeder positions have more women.
- o The DS&T has more SIS positions because of the Directorate's scope of responsibility.

17. Do you know of any instances where people have failed to advance because of some type of discrimination?

Over 65% of White men, and the majority of Black men and women, said "yes" to this question. For those who said "yes," discrimination was perceived to be a problem for women and minorities, although one case was cited of discrimination against a White male. However, the great majority of Asians and Hispanic men said "no," and over 70% of White women said they did not know of recent instances. One Asian male said he knew of someone who had been promoted to SIS because the person was a minority.

18. Once you were considered a viable candidate for a high level job, did you get any special attention?

Almost 36% of SIS officers said they got special attention. However, the remaining 63% stated strongly that they had not received special attention, or if they had, they were not aware of it.

19. What kinds of personal sacrifices have you had to make to get where you are today?

"Long hours" and "time away from family" were the most frequently reported sacrifices by all interviewees. However, 35% of the White men and 41% of the

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White women listed "none" or "not many" for personal sacrifices. Six Black males said "long hours are not a sacrifice; everybody does it."

20. What advice would you give a younger manager about succeeding at the Agency?

White and Hispanic men said that younger managers should "be yourself, understand what you want and be honest." White men and Black women said, "become a substantive expert in some area," "learn about your job including management," and "pay attention to the big picture." All SIS officers agreed that "interpersonal skills" and "developing networks and meeting the right people" are critical to success.

Black men said it was important to "learn how the system works." Black women said they would advise younger managers to "pay attention to and care for the people who work with you."

Asian men went further and made recommendations for the organization. "The Agency needs to take the time to "right the wrongs" of the multicultural issue. Quotas will be used against minorities if forced on the system too quickly and will do more harm than good in the long run. The real issue here is human dignity. People must be treated with respect. The Agency needs to "care about people and their needs, all their multi-cultural needs."

21. Have your career decisions been affected by the fact that you could be a role model for the men, women who follow in your footsteps?

Overall, just under 25% of SISers said they saw themselves as a role model for others. There seems to be a general reluctance to see how what they do in their careers can affect others. White men and, to some extent, White women do not perceive their connection to other White employees. However, all Black women said they feel a responsibility for other Blacks, particularly Black women.

~~CONFIDENTIAL~~**Anecdote:**

"When I went to the senior level, I was concerned. I knew I'd be visible as a senior Black in the organization. 'A lot is riding on this,' I would think. Three groups are depending on me (1) minorities, especially Blacks; (2) females; and (3) careerists. I still think about what the impact could be on women and minorities. My career decisions can't be viewed as just mine. I have to think about the impact on others."

**22. Is there something the Agency did to help you succeed? Is there something the Agency could have done?**

Over 37% of those interviewed said the Agency helped them succeed. Suggestions as to what could be done to encourage success included: "They could provide a better orientation into the system" and "give us management courses before management experience to prepare us for the people side of management."

**23. Did the Agency provide you an opportunity to demonstrate all your capabilities?**

Seventy percent of those interviewed (including nearly all White men) said they had the opportunity to demonstrate all or most of their capabilities. Women and minorities were among the 30% who said they did not have an opportunity to demonstrate all their capabilities.

**24. Does sexual or racial/ethnic harassment affect careers at the Agency?**

Seventy-eight percent of SIS personnel indicated that harassment did affect careers at the Agency. However, slightly more than 21% said that sexual or racial/ethnic harassment does not affect careers. These respondents tended to be White men and White women. However, two Asian men and one Black man agreed that harassment did not affect career development at the Agency.

In general, the interviewees noted how debilitating sexual harassment can be on employees and how it can affect people and their attitudes. A number of SIS employees noted it might be the real reason individuals choose another job. Another reported that the harasser and the person harassed can suffer as a result of a grievance. "It is not pleasant for the one who files or for the harasser." In the case

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cited, disciplinary action was taken removing both employees from their jobs, (the harasser from a management position). Another SIS officer reported that they found the Agency's support mechanisms to work well in helping with a difficult sexual harassment case.

25. As we talk to other people, it has become clear that the rules for advancement are not obvious. Would you agree? What does it cost the system?

Over 81% of those interviewed said that they agreed with the statement that the rules for advancement are not obvious. One hundred percent of Hispanics, 83% of White women, 82% of Black men, 80% of Asians, 80% of White men, and 75% of Black women agree that the rules are not obvious.

SIS men said the system is subjective. They said the benefits outweigh the costs. Flexibility to promote the "right" employees is one of the benefits to the system for having unclear rules for advancement. "We need to respond to quickly changing needs, and the flexibility in the system assures that we can." With a subjective system, it is possible to move someone immediately to a job where they are needed.

SIS men said the down side is the concern that some good people slip through the system and are never recognized. Additionally, there is a cost to the system in lowered productivity and morale, since people who want to succeed feel shut out from the rules for advancement and are concerned that the process is not objective. "People feel an injustice has been done."

SIS women said there is no solid formula for success. "We (the Agency) have the flexibility to reward excellence; there is more opportunity; and the right people can succeed without all the tickets being punched."

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**APPENDIX E:**  
**Summary of Focus Group Methodology and Results**

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## SUMMARY OF FOCUS GROUP METHODOLOGY AND RESULTS

### Methodology

The purpose of conducting focus groups was to collect the perceptions of the various groups of employees working at the Agency. Perceptions may or may not be based on facts. Perceptions include opinions, feelings, rumors, thoughts, and beliefs. It is crucial when conducting a study of this nature that employees' perceptions be collected, analyzed and compared to factual data.

The first task in the focus group process was to develop a standardized Focus Group guide. The consultant team designed the guide, with oversight from the Glass Ceiling Committee.

The next step was to "pilot test" the focus group methodology. Four focus groups were conducted to pilot test the Focus Group guide and facilitation style.

Once the methodology was finalized, the consultant teams conducted 53 focus groups. Each focus group included approximately eight to ten participants.

The gender/race composition of the focus groups was representative of the gender/race composition of the professional employee population at the Agency. Slight emphasis was given to minority groups to ensure their views were represented.

Separate groups were held for White, Black, Hispanic, Asians (also stratified by nativity), and Native American employees. In most cases, the groups were composed of either all men or all women. In a few cases, genders were mixed to determine the level of comfort men and women experience in discussing these issues. Additionally, in the less represented racial/ethnic groups (Hispanic and Asians), genders were mixed.

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Typically, each focus group was composed of individuals in the same Directorate, career service and pay grade group. The pay grade groups were GS-7 to 11, GS-12 to 15, and SIS. In the smaller racial/ethnic groups, Directorates, career services and pay grades were mixed where necessary.

The following list summarizes the focus group composition. The list includes the gender and race composition of each group, the total number of groups conducted (in bold), the criteria used to establish groups (e.g., pay grade), and the Directorates represented.

White men: **10** groups by pay grade: 2 DO, 2 DI, 2 DA, 2 DS&T, 1 DCI, 1 SIS mixed career services.

White women: **9** groups by pay grade: 2 DO, 2 DI, 2 DA, 2 DS&T, 1 SIS mixed career services.

Black men: **7** groups by pay grade: 2 DO, 2 DI, 2 DA, 1 DS&T.

Black women: **8** groups by pay grade: 2 DO, 2 DI, 2 DA, 2 DS&T.

Black mixed gender: **2** groups by pay grade: 1 DA GS-7 to 11; 1 DS&T GS-12 to 15.

Hispanic: **5** groups: 1 man, mixed DA/DI GS-7 to 11; 1 mixed gender, DO GS-12 to 15; 1 mixed gender, DI GS-12 to 15; 1 mixed gender, DA GS-7 to 11; 1 mixed gender, DS&T GS-7 to 15.

Asians: **8** groups: 3 U.S. born, 1 man, DO GS-7 to 15; 1 man, DA/DI GS-7 to 11; 1 woman, DA/DI/DS&T GS-7 to 11; 2 Asian born, 1 woman, DA/DI/DS&T GS-7 to 11; 1 mixed gender, DI/DA GS-7 to 11; 3 mixed nativity, mixed gender, 1 DI GS-12 to 15; 1 DA GS-12 to 15; 1 DS&T GS-12 to 15.

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Native American: 1 group: mixed gender, DA/DS&T GS-7 to 15.

Mixed race/mixed career service women: 2 groups: 1 GS-7 to 11; 1 GS-12 to 15.

Mixed Hispanic/White women: 1 group: DI/DO GS-7 to 15.

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### Findings from Focus Groups

The following section is organized in "question and answer" format. For each of the 16 questions in the Focus Group guide, the question is stated, and then the general perceptions of each gender/racial/ethnic group are summarized. A collection of anecdotes follows. The anecdotes reveal the intensity of employees' feelings about certain issues, and the range of employees' perceptions. Anecdotes were selected that were representative of the general perceptions expressed by the groups.

In general, all employees were eager to participate, but were curious to know about the selection process for the groups, the purpose and methodology of the study, and how the focus group information would be used. Once their questions were answered, employees shared their perceptions in a frank and candid manner. Mixing genders, races/ethnic groups and career services had no apparent effect on focus group participants.

1. **Rates of Advancement:** Focus groups were asked about their perceptions concerning how the rate of advancement compares for the different racial/ethnic, gender, career service, and pay grade groups.

**White men:** Generally, White men perceived that rates of advancement were equal for the various racial/ethnic, gender, career service, and pay grade groups. For DI and DA participants, GS-7 to 11, a slight advantage was perceived for women and minorities. White men were perceived to advance slightly faster than women and minorities. SIS men also believed that men have an advantage at the higher grades.

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~~CONFIDENTIAL~~1. Rates of Advancement continued:Anecdotes: (White men)

*"Women haven't been an integral part of the Agency long enough to be eligible for senior positions."*

*"There are a lot of women working at the Agency. However, most of them seem to be in support or clerical roles."*

*"Minority officers get pushed, if they are good. There are just very few of them."*

**White women:** In general, women stated that men advance faster than women. In the DO, women saw less opportunity for themselves because they have trouble securing "good" assignments. In the DI, White men, followed by minority men, were perceived as moving fastest up the career ladder. Women perceived they are hired at lower levels than equally qualified men. In the DA, men are perceived to advance faster, with White men moving the fastest. Additionally, in the DA, women are reported to be advancing appropriately in finance. In the DS&T, men and women are perceived to advance at about the same rate up to GS-11; then men advance faster.

Anecdotes: (White women)

*"The ability to play the game and win in a man's world is the key to success."*

*"We want people to get ahead who deserve it. This is a merit system, it just needs to work for all of us."*

*"Many women who are qualified to be 'professionals' are required to come on board as secretaries and then work their way into the professional ranks. This process can take a few years."*

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1. Rates of Advancement continued:

*"A minority woman just got SIS; this promotion was a long time coming. She deserved it along time ago."*

*"Only men can 'recruit' men; only men are 'important' to recruit. Therefore men advance faster because men are more important to the system."*

*"We had a secretary who was a computer whiz. She had to come in as a secretary. It takes women longer to find a niche."*

**SIS women, mixed Directorates:** The following anecdotes were contributed from a focus group composed of White SIS women.

*"The keys to success include: writing ability, conceptual ability, substantive expertise, interpersonal skills, ability to win; not much weight on management skills."*

*"Rating of managers should be based on accountability for subordinates."*

**Black men:** Black men from all Directorates perceived that men are promoted faster than women. White men are perceived to be on the "fast track" to career success. White women are perceived to advance faster than minority men and women. Minorities are perceived to be hired at lower levels than equally qualified White employees.

Anecdotes: (Black men)

*"There is an "Iron Ceiling" for Black men. There are no or very few Black men who are SIS, there is a larger emphasis on women."*

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1. Rates of Advancement continued:

*"The rules, like minimum time in grade, apply to some people, like minorities. I was #1 in my group with a CAT 1 rating, but I wasn't promoted because I was one month short on time in grade."*

*"White women are being hired and promoted. Black women are not being recruited or promoted."*

*"More is expected of Black women."*

*"Black colleges are not perceived to produce the quality of graduate the Agency is looking for."*

*"Other minorities (Asian and Hispanic) seem to advance okay. They seem to fit better at the Agency. They work hard at assimilation. Blacks work hard, too, but Black skin is impossible to blend in."*

**Black women:** Men are perceived to advance faster than women, White men faster than minority men, and White women faster than minority women. Additionally, Black women are perceived to be hired into the clerical ranks initially, even if qualified to be professional-level employees. In the DI and DS&T, however, Black women are perceived to advance faster than Black men. In general, Black men and women do not believe they get full credit for pre-Agency experience when initially hired. It is perceived that, because Black colleges and universities are not held in high esteem by the Agency, it is difficult for this academic work to be recognized.

**Anecdotes: (Black women)**

*"Minorities don't know how or when to negotiate during the hiring process. It seems that Whites are possibly being advised about career opportunity by the Office of Personnel."*

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1. Rates of Advancement continued:

*"Many times Blacks enter with skills that could be used, like computer science, but they are brought on board as a GS-4 Clerk. They are told, 'We are not hiring in the computer area now.' Then they are placed in a lower level."*

*"Blacks have a hard time passing the polygraph test. It is made harder for Blacks. There are choice points where the questioner can let it go or not."*

**Asians:** In general, Asians perceived that men and women advance at the same rate in the lower grades, and that men advance faster than women in the more senior grades. However, an Asian-born group from mixed career services perceived women advancing faster than men in the lower grades. As a group, the Asians reported that the Agency follows the personnel rules and gives full credit for pre-Agency education and experience. However, they also reported that Blacks seemed to fill the lower grades and some women who qualified to be GS-9s started as GS-7s. Any employee who comes in via the Career Training (CT) program seems to be considered "golden" and on the fast track.

Anecdotes: (Asians)

*"Advancement seems to be based on friendships among White men and a "Golden Boy or Girl" syndrome which is reflected in a subjective basis for advancement, excluding Asians."*

*"The price for advancing is the perception of having to shed one's Asian culture and to become a 'counterfeit' White."*

**Hispanics:** Overall, Hispanics perceived that women and men are being advanced at similar rates. However, they reported that women have been moving at faster rates in recent years. In the DO, the Career Training program is perceived to

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1. Rates of Advancement continued:

be the key factor for recognition and advancement, and is perceived to be more important than race. In general, the Hispanics perceived that the Agency prefers to hire White men with military experience. However, they commented that when the Agency hires minorities, minorities are credited for their pre-Agency experience and education if they know how to negotiate.

Anecdotes: (Hispanics)

*"White women and men are selected early on in their career. White women are receiving more attention. All the right tickets are punched."*

*"White men are still doing the deciding, and their decisions about promotion do not include women of color."*

*"Men have the advantage of military experience; women can't seem to catch up."*

**Native Americans:** Because the Native Americans in the focus group had worked at the Agency for many years, they viewed advancement opportunity in terms of decades. Until the early 1980s, White men definitely moved faster than women and minorities. Presently they perceive that women are picking up speed in their careers. White single women seemed to the Native American group to be getting full credit for their education and experience.

Anecdotes: (Native Americans)

*"There is an effort to recruit military personnel. Pertinent military experience can equalize racial/ethnic or gender differences."*

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2. **Role of Training:** Focus groups were asked if training courses were essential to success. If so, they were asked to identify the important courses and to discuss eligibility for training.

The courses mentioned and the percentage of focus groups that mentioned them are listed below:

**Training Courses Key to Success**

Mid-career	37%
Career Training (CT) program	35%
Management training	32%
Quota courses	26%
Program On Creative Management (POCM)	15%
Career Development Log	15%
Service special Courses	11%
War College	9%
Looking Glass	5%
Multicultural Courses	5%

**White men:** The role of training in career success is perceived differently by White men depending on their Directorate. Training is not viewed as a key factor in the DI or the DO. In these Directorates, performance is viewed as the key factor. Training is perceived to reduce performance because it takes time away from the job. The DA, DS&T, and DCI view training as important to career success. SIS men view training as a reward for good performance.

**White women:** While women's views on the importance of training varied. Women in DO and DA saw training as critical. They pointed to the CT program as providing a firm foundation for an Agency career, and to the Mid-career course for mid-career adjustments. DI and SIS women took a different view. They noted that the prestige and value associated with being competitively selected to attend training

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2. Role of Training continued:

is more valuable than the training itself. These participants also commented that training takes time away from production and performance which are the important factors for career success. As a final comment, all women viewed the selection process for training as very subjective and not based on performance.

Anecdotes: (White women)

*"Not all names are in the hopper for training selection. Women are filtered out and you end up with fewer and fewer women attending training."*

*"I have never been sent to a management course. However, it has gotten better recently because of pressure from above."*

*"When I signed up for Gender Dynamics I got lots of ribbing from my supervisors, as did other women who signed up."*

**Black men:** For the most part, Black men viewed training as important for career success. Only in the DO did Black men report that training was not a priority. Quota courses, the CT program, and POCM were mentioned as good for career development. The major problem with training was being selected to participate, which is perceived to be difficult for minorities.

Anecdotes: (Black men)

*"There were 30 in my mid-career course -- 2 Black men."*

*"Quota courses are good, but we are told we aren't eligible."*

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## 2. Role of Training continued:

**Black women:** Black women were evenly split on the value of training in a successful career. Groups from the DO, DA and DS&T said training was not important. Groups from the DI, DA, DS&T said training was very important to a successful career. All groups agreed that the selection process for training is very subjective.

### Anecdote: (Black women)

*"It's not what you know, it's who you know that gets you into training. If you are a chosen one, all requirements are waived if necessary."*

**Asians:** Asians, as a group, saw training as an important aspect to a successful career. Management training was viewed as particularly valuable along with communication and multi-cultural courses. They perceived White men as having an advantage in getting valuable training because the selection process is very subjective.

### Anecdote: (Asians)

*"Managers select participants for training courses who tend to be White men who can 'talk the talk' well but without having much substance -- a communication style with which Asians are uncomfortable."*

**Hispanics:** All Hispanic focus groups agreed that training is a valuable component for career success. They believe that the CT program gives employees a "leg-up" on their careers. The Mid-career course and other quota courses were also seen as valuable. The participants mentioned a vicious cycle that occurs: first, minorities do not have the same opportunity for training as White men; and second, because minorities do not have adequate training, they perceive that their ability to climb the career ladder is negatively affected.

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2. Role of Training continued:

Anecdotes: (Hispanics)

*"In my division all recommendations for training were from my branch. We have only sent one or two minorities to quota courses.*

*"Taking a writing course can be viewed as remedial, and it is held against you. Many women and minorities have taken these courses."*

**Native Americans:** Native Americans view training as important to career success. The CT program, POCM and the Looking Glass courses were named as valuable. The selection process is perceived as very subjective.

Anecdote: (Native American)

*"You know you are in the 'network' if you are selected for training."*

*"They (management) pick employees for training, you don't know."*

3. Role of Assignments: Focus groups were asked if certain assignments were a key to career success and how decisions about assignments were made.

The most frequently listed "good" assignments are tabulated below. The percentages reflect the number of focus groups that mentioned a specific assignment:

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### 3. Role of Assignments continued:

#### Certain Assignments Crucial to Success

Line management	35%
High visibility	20%
Overseas	16%
"Hot" assignments	16%
Special Assignments	16%
Rotational assignments	15%

**White men:** Assignments were viewed as very important to career success by all pay grades across all directorates. If performance is strong, highly responsible, "hot accounts" or high visibility assignments were perceived as the best for career success. The assignment-making process was viewed as subjective in the DI, DO and DS&T, based on networking and personal contacts. It was viewed as objective in the DA and by SIS men.

#### Anecdotes: (White men)

*"There are advantages for people in this system, but they are related to assignments in which people are seen as 'stars.' Women and minorities may not be able to get into these 'star' assignments. For example, a woman may not be made a supervisor for fear she will fail."*

*"We pick people with whom we are comfortable, who look like us. Thus (for women and minorities) there is more than just lack of time (working at the Agency) at play here."*

*"The pressure here is to do the job rather than deal with difficult management issues. You are not encouraged to work management problems. The manager's job is directing work flow and mission accomplishment, not managing people and personnel issues. Not a lot of time is allowed for personnel issues."*

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3. Role of Assignments continued:

**White women:** All White women viewed assignments as the key factor contributing to career success. Additionally, White women in every Directorate except those in the DS&T, viewed the process of making assignments as very subjective. In the DO, particularly, women perceive that men get the "good" assignments.

Anecdotes: (White women)

*"I was almost denied a slot because I was told they couldn't be assured I wouldn't get married and quit, or get pregnant. The possibility of family responsibilities interfering with a full-time work commitment was the issue."*

*"Men get the good assignments. Women don't support each other. The ones that make it to the SIS, and have a little power, don't use it the way men do to help others like them. They (women at higher levels) seem to adopt the ways of men and become scornful of other women. Men mentor men, but women don't mentor women."*

*"No self-respecting DO man would want to take any job that could be done by a woman. It would be demeaning to the man."*

*"High potential women don't get the good jobs because that 'slot' would become a 'woman's slot' and they want it to remain a man's job."*

*"(The Agency's attitude is) give them (women) step increases and cash awards, but not good jobs, no power, and no position. We can't mentor, we haven't succeeded enough to be anyone's mentor."*

*"Minorities are usually hired for a specific geographic area. Their interests, education, or experience don't matter. The Agency has a 1950s world view but they blame it on the prejudice of other countries and cultures."*

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3. Role of Assignments continued:

**Black men:** All Black male focus groups reported that assignments are the key to career success. High visibility or "hot" assignments, focusing on world trouble spots, are very important. Management assignments were perceived as the key to success. The perception was that the decision-making process about assignments is very subjective and the "good old boy" network is what counts in getting a good assignment, which limits opportunity for minorities.

Anecdotes: (Black men)

*"My office did a study and identified the critical assignments, but most people don't know what they are."*

*"White men are given an assignment based on their potential. Minorities are given assignments only after proving themselves over and over."*

*"Assignments are made based on subjective factors including race, gender, and education from prestigious schools."*

**Black women:** Black women reported that assignments are very important for career success. High visibility or "hot" assignments are the key to advancement. These assignments are made subjectively and Black women feel at a disadvantage in the competition.

Anecdotes: (Black women)

*"Getting a good assignment is supposed to be an objective process, but it's really very subjective. There are criteria known and then others not written down. Sometimes it's who you know, networking, timing, or need that counts."*

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3. Role of Assignments continued:

*"In the past, assignments were made, not based on qualifications and performance, but on the 'good old boy' network. Black leadership is now looking at skills and experience to get some of the right people good jobs."*

*"Minorities need to be 10-20% better than everybody else to get good assignments."*

**Asians:** Asians stated that assignments are very important to career success and that the assignment process is subjective. There was a strong perception that it is difficult for Asians to get management jobs because they are not seen as "management material." Management jobs were also seen as the preferred jobs.

Anecdotes: (Asians)

*"Asians tend to be reserved and are not perceived as leaders and managers for advancement."*

*"Asians are stereotyped into being placed in Asian-related jobs, e.g. translation and field jobs, and they become stuck in those areas."*

*"Asians tend to stay longer in one directorate than White men because they don't want to 'rock the boat.' Moving around is seen as not pleasant for others and reflecting a lack of consistency. If an Asian is treated well by his/her boss, he/she doesn't want to destroy that working relationship by moving to another office/directorate."*

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3. Role of Assignments continued:

**Hispanics:** Hispanics perceived a good assignment to be the "gateway" to success. However, Hispanics noted that they do not know how to seek good assignments. Instead, participants expressed the notion that, "when they want (to promote) you, they come and get you."

Anecdotes: (Hispanics)

*"If you are on the fast track, you don't have to know. They come and find you."*

*"Your guess is as good as mine when it comes to picking people. Hispanics get assigned to Latin America."*

**Native Americans:** Native Americans concurred with the other groups above. They perceived that assignments are an important key to career success and are made on a subjective basis.

Anecdote: (Native American)

*"Built-in mechanism to prove yourself."*

4. Career Boards and Panels: Groups were asked about their perceptions of: (a) what is evaluated or assessed by promotion panels to come up with category rankings; (b) what is the relationship between the PAR and the category ranking; and (c) whether the category ranking system is applied equitably to all employees.

**White men:** Most White men reported that Career Boards and Panels evaluate known objective criteria, and that there is at least a moderate to strong relationship between Performance Appraisal Reports (PARs) and Category Rankings. Only two groups out of ten (the two represented different career services) said there was an unclear relationship between PARs and Category Rankings.

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#### 4. Career Boards and Panels continued:

However, White men were split on the question about the ranking system being applied equitably to all employees. The supervisor's writing ability when preparing PARs is a key concern, along with the time of the day when a promotion panel considers an employee's record. The participants perceived that having your record reviewed earlier in the day, before panel members become tired and bored, increased the probability of promotion. They perceived that files considered earlier in the day got more complete attention.

##### Anecdotes: (White men)

*"Those who serve on promotion panels know. Those who don't serve, don't know how very subjective an evaluation this is."*

*"Promotion boards are very fair. People are flown in to be on boards. The DO spends a lot of time and money to get an equitable system. But, recommendations of the board can be set aside to the advantage of non-White men. Also, older men can be penalized."*

*"Career Panels are subjective and do what they see as correct to do, not necessarily objective or fair."*

*"Women and minority members of career panels just drive the bias deeper rather than insure a fair approach."*

**White women:** White women were almost evenly split about what is evaluated by career boards and panels to come up with the category ranking. Just over half believed it is subjective criteria that is not known to employees. The others reported that the ranking system is largely objective based on performance and other known criteria. There is no clear distinction by directorate, although DA women perceived

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#### 4. Career Boards and Panels continued:

the system as subjective. SIS women also saw the system as subjective. Women were also almost evenly split on the question of the PAR's relationship to category rankings. The DO women viewed this relationship as moderate to strong. SIS women perceived an unclear relationship between the PAR and category rankings. Almost 75% of women's focus groups, including the SIS women, did not perceive that the category ranking system was equitably applied to all employees.

##### Anecdotes: (White women)

*"We want people to get ahead who deserve it. This is a merit system, it just needs to work for all of us."*

*"Everyone knows how the selection process for promotions works. The problem is that there is nothing a person can do about it, performance doesn't really count."*

*"For a woman or a minority mistakes live forever in the DO. Impressions, gossip and rumors follow you for the rest of your professional life."*

**Black men:** Over two-thirds of Black male focus groups perceived that career boards and panels use unknown subjective criteria to come up with category rankings. Just under one-third of Black male groups viewed performance as an important variable in determining career success. Political savvy and networking were seen as the most significant variables. However, one half of the groups, including both groups from the DI, reported a moderate to strong relationship between the PAR and the category ranking. However, all Black male groups perceived that the category ranking system is not applied equitably to all employees, with White employees having the advantage.

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4. Career Boards and Panels continued:

Anecdotes: (Black men)

*"I watched my manager white-out my CAT 2 and change it to a CAT 3 because he didn't want to justify it to his boss."*

*"Managers need to be more forthcoming with expectations. Don't change the rules in the middle of the game."*

*"There is no correlation between a person's PAR and their category rating. A person can believe they are doing great based on their PAR and get a very low category rating with no real feedback. They don't know how to change to do better."*

**Black women:** Over 80% of Black female focus groups perceived that unknown subjective criteria are evaluated by career panels and boards to come up with category rankings. Political savvy and networking also play important roles. Black women noted that performance is important but less so than the other aspects. The DS&T and DI groups saw a moderate to strong relationship between PARs and category rankings. All groups perceived that the category ranking system is not equitably applied to all employees. White employees were seen as having the advantage.

Anecdotes: (Black women)

*"When I came into my present job there was a two-year backlog. I got it caught up in six months. I never got a thank you or any recognition."*

*"The Agency does not reward you for doing the same thing better and better. You get rewards for moving around."*

*"I had the opportunity to sit on a panel. They said, 'Ok, now you need to have a two-year degree or equivalent experience. For certain, you must have these*

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#### 4. Career Boards and Panels continued:

*qualifications. A young White man was next to be considered. He had no college and no desire to go. They talked about how to place this person and promote him. After him, was a Black woman with a graduate degree who did not get promoted."*

*"Political savvy is very important if you have all the other qualifications. This gives you more leverage, visibility and input. I don't want to say it's only who you know, but you must get out there and shake hands."*

**Asians:** Asians perceived a mixture of known (explicit) and unknown (implicit) criteria in career boards and panel deliberations. Over half of the groups viewed performance and networking as important variables in determining category ranking. 75% of Asian groups saw a "none/unclear" relationship between PARs and category rankings. 90% viewed the category ranking system as not equitably applied for all employees with White men having the advantage.

##### Anecdotes: (Asians)

*"The career panel board process reflects an emphasis on "go-getter" qualities of being highly visible -- characteristics that contrast with some Asian values that downplay the display of such behavior on the job and thus result in lower rankings for Asians."*

*"Asians, especially Asian women, tend to avoid complaining about an unfair CPB ranking; they avoid asking co-workers and their managers about their PAR ratings and the system in general."*

*"The system is tougher for the average Asian because half of the criteria for success are based on 'go-getter' qualities reflecting poorly on Asians who do not display these qualities but still perform well."*

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4. **Career Boards and Panels continued:**

**Hispanics:** Two-thirds of Hispanic groups viewed career boards and panels as using a variety of all available criteria, including unknown (subjective) and known (objective) aspects of an employee's record/performance to determine category rankings. The same two-thirds saw a moderate to strong relationship between PARs and category rankings. Seventy-five percent did not perceive the category ranking system as being equitably applied to all employees.

**Anecdote: (Hispanics)**

*"Oral PARs can ruin you. You can be sabotaged by anyone, at anytime."*

**Native Americans:** Native Americans perceive a combination of subjective judgements concerning performance, political savvy, and networking as critical factors determining category rankings. The group noted that the relationship between category ranking and PAR is unclear. Additionally, they did not perceive that the category ranking system is equitably applied to all employees.

**Anecdotes: (Native Americans)**

*"The career panel system is a dart board."*

*"The more you bug them, the better your chances."*

5. **Performance Appraisal System:** Focus groups were asked about any perceived differences in the ways women, minorities, and White men are evaluated.

**White men:** Half the White male groups perceived differences in the way men and women are evaluated. Only one group, from the DO, saw any difference in evaluation for White men and minorities. However, there was great sensitivity expressed about evaluating women and minorities. This was based on feelings of pressure to do what is "expected," and the perception that women and minorities have an advantage because supervisors do not want to rock the boat by giving "accurate" PARs to women and minorities.

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## 5. Performance Appraisal System continued:

### Anecdotes: (White men)

*"It is harder to write an objective PAR on a minority or a woman. It is very difficult to make an adverse PAR stick. You spend most of your time trying to deal with a couple of incompetent minorities. The only people you can write an objective PAR on are White men."*

*"There is a generation gap here at the Agency. We take it as a given that everything will be fair. Present management is of the "old school." For them working with women and minorities is new and different, unusual. We see working with women and minorities as normal. We have never really experienced anything else. We have a professional relationship with them. We just want to be judged by our performance."*

**White women:** Over two-thirds of White women perceived differences in the way men and women are evaluated, with the advantage going to White men. They perceived that minority men and White men are evaluated the same. Groups from the DI and DS&T see evaluation the same for men, women and minorities. DO and DA women see differences in evaluation for men/women and for Minorities/Whites. They see the "good old boy" network as an advantage for White men, and political pressure to advance minorities as an advantage for minority men.

### Anecdotes: (White women)

*"Men are evaluated on the actual job they have. Women are evaluated on how cooperative they are in doing what is expected."*

*"It's easier to appear to be CAT 1 material if you're a man. Women aren't supposed to be seen as aggressive. I've been trashed on my PAR for 'aggressive bitch' behavior by a woman supervisor."*

*"Men make mistakes and they are said to be 'learning.' Women make a mistake and they are said to have 'poor judgement.' Furthermore, no woman could have done better."*

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5. Performance Appraisal System continued:

*"They (men) wanted us to sit there and be quiet. However, we thought they wanted us to do a good job."*

**Black men:** Fifty percent of Black men perceived differences in the way women and men are evaluated. These participants perceived that White men are rated higher than all of the groups.

The remaining 50% of Black male focus groups saw no difference in the way men and women are evaluated. They noted it is a subjective system and "the same unknown rules apply to everyone. You either have the 'code words' or you don't." However, over 80% of Black male groups perceived a difference in the way White men and minority men are evaluated.

Anecdotes: (Black men)

*"Promotion rate is controlled by category rating, which depends on your relationship with your boss. Perception is the key. The Agency has a totally subjective system based on perceived potential to do a more senior job."*

*"There is a 'Good Ol' Boy' network; who you hang out with is important. Social network systems and car pool network systems make the real decisions about who gets or does what."*

5. Performance Appraisal System continued:

**Asians:** Approximately half of the Asians perceived differences in the ways women, minorities, and White men are evaluated. They perceive that White men have the advantage, followed by White women, minority men, Black women, and then Asians. The other 50% did not perceive differences in the ways people are evaluated.

Anecdotes: (Asians)

*"Asians' work tends to be scrutinized more than Whites', implying less confidence in their abilities."*

*"Asians don't self-promote and have to prove that they can do the job. They are expected to work twice as hard and, if they do not produce, are asked 'what's wrong'?"*

*"White men are perceived by Asians as getting preferential treatment on their PARs with White women next on the preferential hierarchy. Asians are seen at the bottom of the minority 'barrel'."*

*"White men can do no wrong."*

*"Asians are perceived as inferior. For example, at an assembly on Workforce 2000, a White man asked if standards were going to be lowered."*

*"White men are expected to be competent. They have to mess up to get a lowered PAR. Minorities are expected to be evaluated lower."*

**Hispanics:** Although Hispanics answered this question as if they perceived no significant differences in the ways different groups are evaluated, they gave anecdotes which indicated White men have an advantage and that there are different performance evaluation criteria for different groups.

5. Performance Appraisal System continued:

**Anecdotes: (Hispanics)**

*"PARs are not fair assessments because supervisors do not want problems."*

*"White men have the edge in evaluations; there are different criteria for different groups."*

*"Supervisors tend not to give straight feedback to minorities. White men give White men straight feedback."*

**Native Americans:** Native Americans perceived differences between the ways White men and all other groups were evaluated. White men were perceived to have the advantage.

**Anecdote: (Native Americans)**

*"In the 1960's, if you dressed nice and got along well, you got promoted. In the 70's, if you performed your duties you got promoted. In the 80's, you have to be a team player. If not, you get a low PAR."*

Focus groups were asked if employees get sufficient feedback from their PAR to improve their performance. Over 79% of all focus groups, across all directorates, gender and racial/ethnic groups noted that they did not get sufficient feedback to improve their performance. SIS men reported getting sufficient feedback to improve; but SIS women said they did not get sufficient feedback. Almost 21% of focus groups reported getting sufficient feedback, and this was across all directorates gender, and racial/ethnic groups.

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6. Glass Ceiling Location: Groups were asked about perceived glass ceiling locations for the various racial/ethnic, gender, and career service groups.

The table below summarizes the perceptions of where the glass ceiling is located in the organization (e.g., located at the SIS level, located at the GS-15 level). The chart indicates the percentage of focus groups that stated a particular ceiling. For example, 58% of the focus groups said that the ceiling for White men was SIS.

The final column totals the responses that fell at the GS-14 level and above. For example, 87% of the focus groups said White men hit the glass ceiling at GS-14 or higher. In contrast, 12% of the focus groups said Native Americans hit the glass ceiling at GS-14 or higher.

GROUP	SIS	GS-15	14	13	12	11	10	D.K.	GS-14 & ABOVE
White Men	58%	13%	16%	5%	2%				87%
White Women	11%	26%	28%	18%	5%			2%	65%
Black Men	4%	7%	20%	33%	9%	7%		11%	31%
Black Women	2%	5%	25%	26%	11%	13%		11%	32%
N. American		4%	8%	9%	4%	6%		62%	12%
Asians	2%	23%	15%	17%				33%	40%
Hispanic	2%	7%	17%	19%	9%			32%	32%

6. Glass Ceiling Location continued:

Focus groups were also asked to indicate the Directorates that were the best and worst for career opportunity. These responses are summarized below.

DI: 43% of focus groups said the DI was the best for career opportunity; 3% of focus groups said DI has the least career opportunity.

DS&T: 35% of focus groups said the DS&T was the best for career opportunity; 7% of focus groups said the DS&T has the least career opportunity.

DA: 28% of focus groups said the DA was the best for career opportunity; 7% of focus groups said the DA has the least career opportunity.

DO: 3% of focus groups said the DO was the best for career opportunity; 58% of focus groups said the DA has the least career opportunity.

**White men:** When asked about perceived glass ceiling locations, White men were divided on this issue. The older generation reported no presence of a glass ceiling. The younger White men, who have only worked at the Agency for a few years, saw the glass ceiling very clearly for women and minorities. White men placed themselves between GS-14 and SIS, with most groups saying SIS.

Anecdotes: (White men)

*"The glass ceiling for Blacks is at hiring because so few Blacks are recruited. It must not be comfortable to be a minority in the Agency because there are so few."*

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6. Glass Ceiling Location continued:

*"Minorities get a 'pink sheet' placed in their hiring record identifying them as a minority. It takes an extra step to disqualify a minority. If the writing sample isn't good, that would be enough to disqualify a White man. However, a recruiter must go beyond the obvious flaws in a minority's record not to hire them."*

*"There is no glass ceiling. The very notion suggests there are outside influences that hold people back. This is simply not true. The problem is a mass inferiority complex on the part of women and minorities. It is their self-perception that defeats them in a competitive environment. Additionally, the lack of a good education and an inability to get a security clearance limit the field of women and minorities who qualify to work at the Agency."*

*"The glass ceiling is a piece of fiction. There is no glass ceiling. Everyone has the same opportunity. Women and minorities top out at a different level. Who ever does the job prospers. It depends on the price they want to pay. People have made a profession of being woman or being Black."*

*"I'm tired of hearing about glass ceilings. It's more of an excuse for failure. A lot of touchy/feely. Look at how much money is being spent on this. When was the last time anyone asked you if you're happy?"*

*"Glass ceilings depend on the mission of the office. Some offices have a mission that limits the use of a particular minority group or women."*

**White women:** Approximately 25% of White women did not perceive the presence of a glass ceiling. The rest saw women as disadvantaged but had a hard time generalizing about the disadvantages to minorities. Seventy-five percent saw themselves hitting the ceiling at GS-12 to 13.

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6. Glass Ceiling Location continued:

Anecdotes: (White women)

*"These changes require an evolutionary process. Change is threatening to all, but when men are confronted with the facts, they move to moderate support. Supportive in general, that is, when men think change will affect their own paycheck, they feel personally threatened."*

*"Women can only go as high as Deputy Branch Chief in the DO."*

*"The DI and the DA have no real glass ceilings. Women can go as high as possible."*

*"No woman has broken the glass ceiling in the DO. In fact, in the DO there isn't a glass ceiling, it's a bullet-proof concrete ceiling."*

*"The glass ceiling and a multitude of other problems are symptoms. The real problem here is with leadership and management of the entire organization."*

**Black men:** Black men clearly saw a glass ceiling, particularly for themselves at GS-12 to 13. They saw women as having an advantage.

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6. **Glass Ceiling Location continued:**

**Anecdotes: (Black men)**

*"The minorities I know of who broke the glass ceiling came in at a high level from the outside."*

*"There is an 'iron ceiling' for Black men. There are very few Black people in the SIS. There is a larger emphasis on women."*

**Black women:** Most Black women saw themselves hitting the glass ceiling between GS-10 and 12.

**Asians:** Asians saw themselves hitting the glass ceiling at GS-14 to 15.

**Hispanics:** Hispanics noted there was a glass ceiling affecting their career opportunity, but expressed difficulty in estimating their own ceiling. Some groups noted that Hispanics hit the glass ceiling at GS-13, but most participants said there was not enough information to tell.

7. **Women and minorities who have broken the glass ceiling:** Groups were asked their perceptions about the feeder positions held by these individuals and their personal characteristics.

Management was the feeder position most frequently mentioned for women and minorities who have broken the glass ceiling. Thirty-five percent of the focus groups reported line management and 11% of the groups said staff management. Other feeder positions mentioned included Analyst/ Editor, Attorney, technical positions, and high visibility positions.

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7. Women and Minorities who have broken the glass ceiling continued:

Perceptions of characteristics of women who have broken the glass ceiling include the following as mentioned by percent of focus groups:

- o Aggressive 86%
- o Politically Savvy 75%
- o Ability 66%
- o Career First Attitude 64%
- o Had Mentors 62%
- o Childless 49%
- o Children at home 20%

Characteristics of women who have broken the glass ceiling other than those listed categories in the focus group guide:

- o Not afraid of making mistakes
- o Good communicators
- o Work hard, lots of overtime
- o Self confident
- o People oriented, interpersonally skillful
- o Good problem solvers
- o Pursued education
- o Better than anyone else

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7. Women and Minorities who have broken the glass ceiling continued:

Perceptions of characteristics of minorities who have broken the glass ceiling include the following as mentioned by percent of focus groups:

o Ability	62%
o Political Savvy	62%
o Had Mentors	51%
o Career First	47%
o Aggressive	41%
o Growing Children	28%
o Childless	2%

White men most frequently mentioned aggressiveness as the characteristic of women and minorities who have broken the glass ceiling. Secondary characteristics for women were having a "career first" attitude and ability. For minorities, secondary characteristics were perceived to be ability and having mentors.

Anecdotes: (White men)

*"These women are tough, they can take abuse. They are articulate. They are able to disagree without being disagreeable. They are emotionally stable. A man can "let off steam," but a woman gets emotional. Emotional women don't make it in this system."*

*"Women who make it in this system have to really be willing to make sacrifices and do jobs no one else wants. They must have high ambition, tremendous ego....egos are higher among women who rise to the top."*

*"The sacrifices required by the job force you to make choices around family whatever you are. There is a very high divorce rate in the DO. Survival rate beyond retirement is low in the DO. People don't live long after they retire. This is a personal choice. It's good as a crusade, but it sucks as a job. Mission accomplishment, getting the job done is very important."*

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7. Women and Minorities who have broken the glass ceiling continued:

White women identified the following as the most frequent characteristics for women who have broken the glass ceiling: political savvy, a "career first" attitude, aggressiveness, and having mentors. For minorities, White women identified political savvy and ability as the most important characteristics, followed by aggressiveness and a "career first" attitude.

Anecdotes: (White women)

*"It is said, minorities don't have the language capabilities of handling the higher level positions."*

*"Generally, women are unable to tap into the 'Good Ol' Boy' network."*

*"Sometimes men are reluctant to give women feedback."*

*"Women CAT B officers who have succeeded have turned themselves into men, and have been around a long time. They have abandoned their femininity. That's why there's a lack of harmony between us and those women."*

*"Women are so insecure in this system that they don't network, don't mentor, and don't help other women. In fact, the S/S women who started this study don't care about us, they are only out for themselves. They are just trying to look good for their own advantage."*

Black men stated that the most important characteristics for White women were ability and having mentors, followed by aggressiveness, a "career first" attitude and political savvy. Black men, when answering the same question about minorities, noted four characteristics: political savvy, ability, a "career first" attitude, and having mentors.

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7. Women and Minorities who have broken the glass ceiling continued:

Anecdotes: (Black men)

*"The right training and the right mentor can help move you through the glass ceiling."*

*"Minorities who have made it in this system have no real authority; they do not direct line functions; they don't supervise people. They fill slots on the IG Staff. They are non-threatening."*

*"Black men have to give away their dignity to play this game. We are not recognized as professionals. When I see my supervisor, a White woman, there is always a witness sitting there."*

*"The minorities I know who have broken the glass ceiling have come into this system from the outside at a high level. They were not 'home grown'."*

Black women saw political savvy and ability, followed by aggressiveness and having mentors, as the most important characteristics for women. For minorities, Black women identified ability and political savvy as the most important, followed by having mentors, and a "career first" attitude.

Asians viewed aggressiveness, political savvy, having mentors, and being childless as the most frequent characteristics of women who have broken the glass ceiling. Other important characteristics for women were ability and a "career first" attitude. For minorities who have broken the glass ceiling, ability, political savvy, a "career first" attitude, and having mentors were indicated as the most important characteristics.

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7. Women and Minorities who have broken the glass ceiling continued:

Anecdotes: (Asians)

*"Asian upper management puts race behind them, they think and talk White. They also must know the right people. Just working is not enough. Knowing the right people is all important."*

*"Asian men work longer hours; they are very devoted, married to their jobs. They don't speak Asian languages at home; they only speak English."*

Hispanics viewed political savvy and ability as the most important characteristics of women who have broken the glass ceiling. For minorities, it is political savvy, ability, and having mentors.

8. Career Derailment: Focus groups were asked about their perceptions concerning the reasons for career stagnation and barriers to advancement for the various racial/ethnic, gender, and career service groups.

Perceptions of barriers to women's career development are summarized below:

o Family	81%
o Maternity leave	71%
o Men not taking women seriously	60%
o Lack of assertiveness	53%
o Spouse's career came first	49%

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## 8. Career Derailment continued:

Other barriers for women:

- o Lack of dedication and commitment, long hours
- o Head room (lack of slots restricting promotions to senior levels)

The following factors were perceived by the focus groups as barriers to minority employees' career development at the Agency:

o Being different	62%
o Discrimination	56%
o Discomfort in the environment	45%
o Perception they are hired as a quota with lower qualifications	42%
o Managers worry if promote a minority they will be accused of reverse discrimination	28%
o Hard to promote self in dominant group	25%
o Language skills	9%

White men identified family responsibilities as the most frequent barrier to women's career development. The participants stated that this is followed by men not taking women seriously, maternity leave, and their spouse's career taking priority. The least frequent perceived barrier to women's careers is lack of assertiveness.

Discomfort in the environment and being different are perceived as the biggest barriers to minority career development. Perceptions of reverse discrimination was the least frequent barrier mentioned.

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8. Career Derailment continued:

Anecdotes: (White men)

*"I know of a situation that really embarrassed me. We were in a meeting. The supervisor was going around the group and giving everyone an opportunity to contribute. However, he just skipped the only woman. It was as if she wasn't there. I felt very bad for her, but I didn't know what to do about it."*

*"Five women managers were moved out of a group because their male boss felt they could not do the job. Productivity did not improve when the women were replaced by men."*

White women identified family responsibilities, followed by maternity leave, as the most frequent barriers to women's career development. Having a spouse's career take priority was perceived least frequently as a barrier to women's careers. White women identified discrimination as the most frequent barrier to minority career development. Being perceived as a quota, reverse discrimination, and difficulties promoting oneself in a dominant group were not mentioned as barriers to minority career development.

Anecdotes: (White women)

*"Being too aggressive, immobility due to family, and not adapting to the man's way of working derails women."*

*"Language barriers derail minorities. In addition, technical expertise is not seen as a 'Black skill.' It is difficult to break old stereotypes."*

*"The expectation is that Asian women are passive and accommodating."*

*"White men are most valuable because they can blend in anywhere, not so for minorities and women."*

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8. Career Derailment continued:

*"Blacks cannot go to certain countries because of prejudice in that country toward Blacks. The 'Target' will be difficult for them to recruit."*

*"Maternity leave is a killer for women. In fact, there is no such thing as maternity leave in this system. A new mother can take annual leave or sick leave if she has it saved up. But, if she is away from the office for more than three weeks, she is perceived as less dedicated."*

**Black men** identified the primary barriers to women's career development as: men not taking women seriously, and lack of assertiveness on the part of women. These were followed by family responsibilities and a spouse's career taking priority. Maternity leave was the least frequently mentioned barrier for women's careers. For minorities, Black men reported "being different" as the most frequent barrier to the careers of minorities, followed by discrimination, discomfort in the environment, being perceived as a quota, and perceptions of reverse discrimination. The barrier least noted by Black men was difficulty promoting oneself in a dominant group.

**Black women** perceived as the most frequent barriers for women: men not taking women seriously and lack of assertiveness on the part of women. These were followed by family responsibilities and maternity leave. A spouse's career taking priority was mentioned least frequently. For Black women, being perceived as a quota was the most frequently listed barrier to minority career development.

**Asians** identified family responsibilities as the most frequent barrier to women's careers, followed closely by men not taking women seriously, a spouse's career taking priority, lack of assertiveness in women, and maternity leave. Discrimination, "being different," and discomfort in the environment were the most frequently perceived barriers to minority career development. Reverse discrimination was listed least as a barrier to minority career development.

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8. Career Derailment continued:

Anecdotes: (Asians)

*"Asian born Asians have poor linguistic skills and are pegged as language specialists and are not seen as managerial material. They also cannot develop close relationships with White men."*

*Asian women are usually expected to tend to the children and are held back from advancement because of expected family responsibilities."*

*Asian men tend to place family before careers and they may be held back from advancement, accordingly, by a White-man-dominant system that expects careers to come before family responsibilities."*

*"One Asian female was not allowed to go on a pre-survey on a field job but proved her ability by tuning equipment, etc. When an opening became available, however, a White man got the assignment. When she discussed this incident with her supervisor, her behavior was included in her CER as 'bucking the system;' her expression of dissatisfaction was blown out of proportion by her supervisor."*

*"An Asian engineer wanted to go into management but was rejected. A White male colleague came on the job, after he did, and was promoted ahead of him, even though they did similar work. The Asian was told that he lacked management qualities which were described vaguely by his supervisor."*

*"An Asian woman with language skills was not allowed to move out of her position because of her specialization."*

Hispanics identified family responsibilities, lack of assertiveness, and a spouse's career taking priority as the most frequent barriers to women's career development. Men not taking women seriously was not mentioned as a barrier to women's career

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8. Career Derailment continued:

development. Discrimination, "being different," being perceived as a quota, and perceptions of reverse discrimination were listed as barriers to minority career development.

Participants were also asked for their perceptions of barriers to advancement for White men. Their answers are summarized below:

Barriers to Advancement of White Men

Emphasis on promotion of women/minorities	18%
None	16%
Level of competence	9%
Not being team players	9%
Not sociable	7%

9. Attrition of women and minorities: Groups were asked their perceptions about attrition at the Agency.

Overall, 58% of the focus groups reported the perception that women leave at a greater rate than White men. Forty-nine percent of the groups reported that minorities leave at a more frequent rate than White men.

White male groups perceived that women leave at greater rates, primarily because of family responsibilities ("permanent maternity leave"), and that male minorities stay with the Agency.

Anecdotes: (White men)

*"There is a very high rate of attrition among first-tour women case officers. I know six women who quit last year. It's difficult in the field for a woman. Bad management in the station, discrimination, and harassment occur which make women feel isolated. Case Officers don't know how to treat a woman as a professional. Treat her as one of the guys and it doesn't work."*

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9. Attrition of women and minorities continued:

*"Some people use the CIA as a career stepping stone. A security clearance has marketability in private industry. Security clearances for Blacks and minorities are rare. A minority member with a security clearance can go outside and get another \$10,000.00 because the new employer does not have to pay for it."*

*"White men leave the Agency for a better position, or say they do. Women leave because they are fed up!"*

**White women, Black men, Asians, and Native Americans** perceived that both women and minorities leave at a greater rate than White men.

Anecdotes: (Asians)

*"Asians won't complain about the lack of mobility and can walk away from their jobs more easily if they have the higher education. They can also get better jobs elsewhere. Some Asians feel more alienated because of their work being compartmentalized due to the secrecy and sensitivity of their jobs."*

*"Asians leave because the aggressive behavior that is encouraged on the job is alien to many Asians in the agency."*

*"Asian men leave because they can't wait that long for a promotion; high costs of living force them to look elsewhere for a job. They are dissatisfied with stereotyped treatment and relocations that take them away from their families."*

**Black women** perceived that minorities leave at greater rates but that White women stay with the Agency.

**Hispanics** perceived no clear distinction in the attrition of women and minorities. About half of the Hispanic participants perceived that women and minorities leave the Agency at a more frequent rate than White men. The other half of Hispanic participants perceived White men as leaving at a more frequent rate.

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10. **Role of ethnic characteristics:** Groups were asked to identify their perceptions about a "look," "image" or stereotype that helps a person advance at the Agency.

Overall focus group responses for a particular "look" are listed below. Percentages reflect the number of focus groups that mentioned a particular "look".

**The Successful Look**

Conservative look	45%
Corporate look	35%
Well dressed	32%
Women - Suits	18%
Confident/assertive	16%
White/light skinned	15%
Fit/look good	11%
Tall	11%
Ivy League/Wall Street	11%

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10. Role of ethnic characteristics continued:

Anecdotes:

**White men:**

*"Is there a particular "image" that helps a person advance? Yes, and fortunately for White men, it is the conservative White man look."*

*"Cloning is prevalent; my supervisor is an engineer from Georgia Tech. He just likes to hire engineers from Georgia Tech because he is comfortable with them. There aren't many minorities at Georgia Tech. He needs to expand his world view."*

*"Oriental looks help in our group because you look more intelligent. The Japanese look helps in engineering. A conservative professional look helps a lot. Whatever you do, don't look liberal."*

**Black woman:**

*"Blonde, blue eyes, and pumps."*

**Asians:**

*"Asians do not project the 'Cary Grant' look. Projecting self-assuredness; acting confident; being more self-empowered; not asking for permission; using networking skills."*

*"Some Asians, especially the Asian-born types, have accents which are not understood by other Non-Asians."*

As part of this question, focus groups were asked about the importance of communications skills to a successful Agency career. The response was overwhelmingly affirmative. Both oral and written skills are perceived to be the

~~CONFIDENTIAL~~**10. Role of ethnic characteristics continued:**

foundation of career success. Many groups reported that writing skills were more important at junior levels and oral/briefing skills were more important at senior levels. There was also a strong perception that accent-free speech is critical. However, some Northern European accents can be an asset.

**11. Mobility: Groups were asked questions concerning mobility (ability and desire to move to different geographic locations) and its role in career success for the different racial/ethnic, gender, and career service groups.**

Mobility is viewed as an important career factor. Focus group participants noted that the ability to take different jobs was an important aspect of the successful Agency career in all directorates except for the DI. The perception is that an analyst can have a successful career and never leave the Washington, D.C. area. However, even if an employee does not move to different geographic locations, it is viewed as very important to take a variety of different assignments. The overall perception is that women and minorities are not as mobile as White men. Women concurred that family responsibilities decreased their ability to change geographic locations. Minority men, however, were quick to point out that they consider themselves very mobile. Minority men note that the system does not consider them mobile in a number of circumstances and cultures. Therefore, minority men are not given as many opportunities as White men to take career-enhancing assignments.

**Mobility Comments:** The most frequently mentioned perceptions about mobility are tabulated below. The percentage reflects the number of focus groups that mentioned a specific perception.

**Minorities less mobile than White men -**

not allowed to be mobile	33%
Women less mobile than White men	13%
Hispanics only sent to Latin America	10%
Asians only sent to Asian areas	7%

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~~CONFIDENTIAL~~**11. Mobility continued:****Anecdotes:****White men:**

*"White men have more international acceptability. Certain races are prejudiced against other cultures/ethnic groups (e.g. Asians prejudiced against Blacks). Some minorities and women have done very well in situations that were difficult because of prejudice against them."*

*"White men are most valuable because they can blend in anywhere, not so for minorities and women."*

*"Hispanics are usually assigned to Latin America."*

**White women:**

*"I will never get another promotion because I openly admit I like being a mother. I can feel a lack of enthusiasm about me now that I've made it clear I want to stay with my husband. I'm not mobile."*

*"Overseas duty is a must in the DO. Men are perceived as free and happy to go. Women are perceived as difficult to move."*

**Black men:**

*"Mobility is very important for career success. However, different rules apply to each group. Blacks, for example, do not get the garden spots of the World."*

TABLE 15

**SURVEY DATA GS7-15**  
**FEEDBACK AND PERFORMANCE ASSESSMENT**

% RESPONDENTS THAT FELT:	WHITES		BLACKS		HISP.		ASIANS		NAT.AM
	M	F	M	F	M	F	M	F	
Not enough PAR feedback	30	35	39	43	33	30	17	32	56
Not enough ongoing feedback	52	56	66	72	72	58	37	63	56
Not enough CAT feedback	67	73	73	80	77	85	60	81	78
Dissatisfied w/perf. assess. fairness in current job	19	17	38	30	21	21	17	26	44
Dissatisfied w/recog. for good perf. in current job	34	33	39	47	26	48	17	31	44
Dissatisfied w/mgmt.-employee communications	32	34	27	41	21	36	13	36	67
Dissatisfied w/recognition for individual accomplishment	34	35	32	45	23	52	20	38	56
Their CAT was not fair*	36	31	53	42	35	47	6	27	75**

\* Percentage who thought CAT was not fair out of those that knew their CAT.

\*\* Only four employees in this group knew their CAT.

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Results for questions pertaining to feedback of one's category ranking (CAT) were similar to those regarding ongoing feedback. Women were more likely than the men in their respective racial/ethnic categories to indicate that there was not enough feedback about their CAT rating, (i.e., they were denied an adequate explanation). In particular, minority women and Native Americans were groups most likely to respond in this manner. The majority of Asian males responded that there was not enough CAT feedback (60 percent), but were the least likely group to express this view.

Finally, with respect to recognition for good performance, Black females, Hispanic females, and Native Americans were most likely to respond that they were dissatisfied with the degree of recognition they received for good performance (TABLE 15, page F.8/T15). Reports of White and Asian female dissatisfaction were about even, although Asian females were slightly less dissatisfied than Whites of both sexes. Again, Asian males were the least likely to express dissatisfaction. SIS officers were much more satisfied with their performance recognition and assessment (TABLE 16, page F.9/T16).

Results indicate the following findings:

1. Overall, minority females are more likely to express dissatisfaction with performance appraisals and feedback than males within the same racial/ethnic groups.
2. Minorities generally tend to be less satisfied than Whites (with the exception of Asian men).
3. Whites and Asians are most likely to view performance appraisals as fair, although Asian females report more dissatisfaction than Whites or Asian males.
4. Asian males are consistently least likely to be dissatisfied with performance appraisals, feedback, or recognition for good performance. However, the majority feel there is not enough CAT feedback, and over one-third believe there is not enough on-going feedback.
5. SIS respondents reported being extremely satisfied with their performance recognition and assessment.

**TABLE 16****SURVEY DATA SIS  
FEEDBACK AND PERFORMANCE ASSESSMENT**

% RESPONDENTS THAT FELT:	WHITES		MINORITIES
	M	F	
Dissatisfied w/recognition for individual accomplishment	11	11	0
Their CAT was not fair*	5	11	17

\* Percentage who thought CAT not fair out of those that knew their CAT.

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##### 5. Importance and Fairness of Training

Although training was not seen as being as important as assignments for advancement, certain quota courses stood out for different groups. TABLE 17, page F.10/T17, shows that management and leadership courses were seen as the most important courses by all groups. In general, Asians and Black women viewed training as being more important than Whites or Black men. By gender, women in all racial/ethnic groups viewed management courses as more important than men in the same racial/ethnic group. The single exception was Hispanic women who viewed these courses as less important than Hispanic men. Overall, training was interpreted by the focus group participants as a "sign" that the person was on the right track. Training was typically viewed as a reward for good performance.

With regard to the question of the Mid-Career course, Whites and Asian males rated it as unimportant, while the other groups rated it as important. This could suggest, that under a male success model, mid-career corrections are an indication that a person is floundering, and could be interpreted as a sign of weakness.

As with assignments, the issue of how people are selected for quota courses was important. TABLE 17 shows perceptions of the most important factors in the selection process. Good performance was believed to be necessary for selection by minority men in particular. Native Americans also viewed it as necessary. However, minority women agreed with Whites in seeing good performance as less important. Having high potential was seen as necessary by one-third of the respondents (at most) in all groups, except the Black males and Native Americans. The Hispanics and White males were the least likely to view it as necessary for course selection.

A personal recommendation was not seen as being very important except by the Hispanics and Native Americans. In particular, the Asians and Black males viewed it as relatively unimportant. Politics was viewed as a necessary factor in being selected for a quota course by one-third of the respondents (at most) for all groups except the Black and Hispanic females, and the Native Americans. The Hispanics and Native Americans, in particular, felt that politics was a critical force behind course selection. Employees' career development needs were not seen as being an important factor in being selected for a quota course. This may be attributed to the fact that employees receive limited amounts of feedback about their performance, and therefore do not see linkages between their own developmental needs and training.

Findings concerning the importance of training courses and criteria for selection for quota course are:

1. Focus groups indicate that no training courses are viewed as important as certain assignments (E.10-13, question 2).

TABLE 17SURVEY DATA GS7-15  
TRAINING

% RESPONDENTS VIEWING COURSE AS APPLICABLE AND IMPORTANT	WHITES		BLACKS		HISP.		ASIANS		NAT.AM	
	M	F	M	F	M	F	M	F	M	F
Management/Leadership Courses	56	65	63	66	63	56	48	66	56	
Career Training Program	35	36	55	45	66	41	37	43	56	
Mid-career Course	25	32	55	50	52	41	29	59	44	
Senior Schools	29	23	61	34	43	35	26	21	56	
<hr/>										
% RESPONDENTS FELT NECESSARY FOR QUOTA COURSE SELECTION:										
Good performance	30	35	46	39	40	30	47	32	67	
Potential	26	34	44	32	29	24	33	37	67	
Personal recommendation	30	37	27	39	41	48	20	28	56	
Politics	26	27	24	37	31	52	10	30	56	

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2. The training courses deemed to be the most important among all groups were management and leadership courses. Asian males viewed these as being less important than the other groups, but of all courses, Asian males viewed these as most important.
3. Other training courses deemed to be important by certain subgroups were the Career Training program (Hispanic men), the Mid-Career course (all minorities except Asian men), and Senior Schools (Black men and Native Americans).
4. The most important factors affecting selection for a quota course were seen to be good performance, high potential, and a personal recommendation. The most notable exception was Hispanic women, who viewed "politics" to be the most important factor.
5. The career development needs of the employee were not viewed as an important factor in course selection.

## **6. Racial and Sexual Harassment**

Women and minority participants in focus groups stated that they had to modify their behavior patterns to accommodate the dominant culture. This included the perception that they had to "put up with" racial and sexual harassment, particularly in the form of disparaging verbal remarks about women or minority groups. It also meant facing stereotypes held about them by the dominant culture.

Although the survey did not ask about stereotyping directly, it did ask people to rate their comfort levels with supervisors of a different gender or racial/ethnic group. Most respondents reported that the gender or racial/ethnic group of their supervisor made no difference to them (TABLE 18, page F.11/T18). Fewer Hispanic men felt uncomfortable with a female or non-Hispanic supervisor, while few Asians felt uncomfortable with a non-Asian supervisor. As many as 20% of White men felt uncomfortable with a minority supervisor.

Focus group participants clearly perceived racial and sexual harassment as creating barriers to communication and effective working relationships. Most importantly, they believed these barriers affected how they were perceived within the context of Agency culture. Many participants felt that it would be a poor career move to report incidents of harassment (E.49-52, questions 13 and 14).

Survey respondents were also asked about sexual harassment. Responses appear in TABLE 19, page F.11/T19, for employees GS-7 to GS-15. When asked if they had ever been sexually harassed while employed of the Agency, almost half of

TABLE 18SURVEY DATA GS7-15  
STEREOTYPING

	WHITES		BLACKS		HISP.		ASIANS		NAT.AM	
	M	F	M	F	M	F	M	F	M	F
<b>% RESPONDENTS WHOSE COMFORT LEVEL WOULD DECREASE WITH SUPERVISOR OF:</b>										
Different gender	18	7	17	8	9	0	17	7	11	
Different racial group	20	16	17	17	7	18	3	5	11	

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TABLE 19SURVEY DATA GS7-15  
HARASSMENT

	WHITES		BLACKS		HISP.		ASIANS		NAT.AM
	M	F	M	F	M	F	M	F	
% RESPONDENTS EVER SEXUALLY HARASSED	9	49	11	41	5	33	0	36	11
% of those harassed by remarks	72	81	75	71	-	100	-	73	100
% of those harassed by touching	49	34	25	32	-	18	-	33	-
% RESPONDENTS EVER RACIALLY HARASSED	-	-	63	53	42	36	17	31	33
% of those harassed by remarks	-	-	44	57	33	58	20	23	67
% of those harassed by jokes	-	-	24	55	56	58	100	38	100
% of those harassed denied promotion	-	-	33	36	33	17	-	23	67
% of those harassed assigned to undesirable project	-	-	24	23	28	0	-	0	33

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White females responded "yes" (49 percent), followed by Black females at 41 percent, Asian females at 36 percent, and Hispanic females at 33 percent. SIS women reported the same rate of harassment (TABLE 20, page F.12/T20).

Of all respondents who reported harassment, most indicated the harassment occurred through verbal remarks, while about one-third of incidents reported by White, Black, and Asian females involved touching. Hispanic women were more likely to indicate verbal rather than physical forms of sexual harassment. Of those women who reported being sexually harassed, most said that the harassment had no effect on their careers. However, the most common effect reported was causing them to be "too uncomfortable to contribute and/or compete fully."

In contrast, only 9 percent of White males reported sexual harassment, and 72 percent of these incidents were classified as verbal. A similar but slightly higher proportion of Black males, reported sexual harassment, but incidents reported by Black males were less likely to involve touching than those reported by White males. Asian males reported no incidents of sexual harassment, followed by Hispanic males at 5 percent. Eleven percent of Native Americans reported sexual harassment, a response equivalent to that reported by Black males, and only slightly higher than the response for White males.

Responses regarding racial harassment of employees, GS-7 to GS-15, also appear in TABLE 19, page F.11/T19. Results show that all categories of racial/ethnic minorities reported some form of racial harassment. Black males were the group most likely to indicate they had experienced racial harassment at the Agency, with Black females, 10 percentage points lower (63 and 53 percent, respectively). Hispanic males were slightly more likely to indicate they had experienced racial harassment than Hispanic females, while one-third of Native Americans reported harassment. Minority SIS officers also experienced racial harassment at about the same rate (TABLE 20).

As a group, Asians were least likely to report that they had experienced racial harassment at the Agency, but Asian women were much more likely than Asian men to report experiences of harassment. The fact that 17 percent of Asian men reported experiencing harassment, while 63 percent of Black men reported racial harassment, points to the stark contrast in experiences between men of different races.

Employees reported a range of effects as a result of racial harassment. In fact, only about 30 percent of the Blacks who experienced harassment reported that the harassment had no effect on their careers. Respondents said they were denied a promotion or good assignment, or they were assigned to projects that were not career-enhancing. They also reported being made to feel uncomfortable in their work environment, although to a lesser degree.

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TABLE 20

**SURVEY DATA SIS  
HARASSMENT**

	WHITES		MINORITIES
	M	F	
% RESPONDENTS EVER SEXUALLY HARASSED	2	51	0
% RESPONDENTS EVER RACIALLY HARASSED	--	--	50

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Survey responses regarding racial and sexual harassment support the following findings:

1. Almost one-half of all White women reported experiencing sexual harassment at the Agency.
2. Over one-third of Black and Asian women reported experiencing sexual harassment at the Agency.
3. One-third of Hispanic women reported experiencing sexual harassment at the Agency.
4. More than half of all Blacks reported experiencing racial harassment at the Agency.
5. Over one-third of Hispanics reported experiencing racial harassment at the Agency.
6. One-third of Native Americans reported experiencing racial harassment at the Agency.
7. Most incidents of sexual harassment involved verbal remarks.
8. Asians were least likely to report experiences of racial harassment at the Agency.
9. Asian males reported the fewest experiences of racial harassment, but almost one in five (17 percent) had experienced racial harassment.

## 7. Characterization of Directorates

Examining the survey results for Respondents in GS-7 to GS-15 across Directorates provided some interesting patterns (see TABLE 21, page F.13/T21). The responses were examined by gender only. Separating the responses by gender and race, or even by race alone, resulted in too few respondents in each Directorate for reliable interpretations. Most of the issues discussed in this report were consistent throughout the Agency. However, there were a few characterizations that emerged for the Directorates individually.

### Advancement and Factors Important for Success:

The employees in the Directorate of Operations are more dissatisfied with their advancement and feel less control over it than employees in the other Directorates.

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TABLE 21

**SURVEY DATA GS 7-15  
PATTERNS ACROSS DIRECTORATES**

<u>Advancement</u>	DO		DI		DA		DS&T	
% RESPONDENTS WHO FELT:	M	F	M	F	M	F	M	F
Little or no control over prom. chances	63	65	32	40	55	43	39	45
Dissatisfied with career prom. rate	57	53	27	39	37	31	31	41
<u>Model for Success</u>								
% RESPONDENTS FEELING NECESSARY:								
Long hours	37	27	25	40	21	30	21	24
Doing job well	66	58	64	78	59	68	52	54
Potential	54	28	33	47	42	50	39	48
Manager/Supervisor Support	44	41	71	70	35	42	64	69
<u>Assignments</u>								
% respondents viewing TDY as important	24	25	20	16	20	13	44	32
% respondents feeling little or no control over assignments	35	39	32	42	50	58	35	48
<u>Feedback</u>								
% respondents feeling dissatisfied with mgmt. career help	43	45	27	39	38	36	34	48
% respondents getting no feedback w/CAT	71	65	41	52	51	54	49	50
<u>Sexual Harassment</u>								
% respondents ever sexually harassed	4	46	4	31	11	47	7	55
<u>Family Responsibilities</u>								
% respondents with children	81	53	64	41	67	50	65	42

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Men in the Directorate of Administration also feel some lack of control over their advancement.

Different factors for success had different degrees of importance within different Directorates. Long hours were felt to be more important for men in the Directorate of Operations and women in the Directorate of Intelligence. Doing one's job well was seen as much more important to women in the Directorate of Intelligence (78% felt it was necessary) than to women in the Directorate of Science and Technology (only 54% felt it was necessary). One's potential was viewed as necessary by only 28% of the women in the Directorate of Operations (as compared to 47%-50% of the women in the other Directorates). Finally, support from one's supervisor during the promotion process was viewed as very important in the Directorate of Intelligence ,and, the Directorate of Science and Technology. It was viewed as relatively unimportant in the Directorate of Operations and the Directorate of Administration.

#### Assignments:

Throughout the Agency, certain types of assignments are viewed as most important to career advancement, i.e., special projects and supervisory positions. The one exception was that a temporary travel assignment was viewed as being more important in the Directorate of Science and Technology than in the other Directorates.

The most interesting pattern regarding assignments was the relatively great lack of control felt by employees in the Directorate of Administration over the assignments they receive (at least half of the respondents in this Directorate felt they had little or no control over their assignments). The women in the Directorate of Science and Technology also felt relatively less control over their assignments.

#### Feedback:

People in the Directorate of Operations felt more dissatisfied with their management's career help. Women in the Directorate of Science and Technology also felt quite dissatisfied with this aspect of their career. In addition, the Directorate of Operations was particularly lacking in providing feedback with employees' CATs, although none of the Directorates provided much feedback with CATs (about half of the respondents in each Directorate reported receiving no feedback with their CAT).

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~~CONFIDENTIAL~~**Harassment:**

Women are treated better in the Directorate of Intelligence (only 31% of those women reported having been sexually harassed, as compared to 46%-50% of the women in the other Directorates). Treatment of minorities was fairly consistent across Directorates (the percentage of respondents reporting racial harassment was the same in each Directorate).

**Family Responsibilities:**

The percentages of women who had children were constant across Directorates (41% in the Directorate of Intelligence to 53% in the Directorate of Operations). A much higher proportion of men in the Directorate of Operations have children than in the other Directorates (81% compared to 64-67%). However, this may be due primarily to the ages of the men in the different Directorates.

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APPROVED FOR RELEASE  
DATE: APR 2006

## **APPENDIX J:**

### **Questions Developed by Glass Ceiling Committee and Consultants**

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## **QUESTIONS DEVELOPED BY GLASS CEILING COMMITTEE AND CONSULTANTS**

The Agency has provided PRI/HRC with a list of questions relating to glass ceiling issues. We have reviewed this list and added a few additional questions. This report discusses how we propose to answer each question. Our methodology includes: collecting qualitative data from employees (through focus groups, interviews and survey questionnaires), and collecting quantitative data from the Agency (formal policy statements, reports and descriptive statistics). Questions will be phrased for the particular forum in which they are being asked. Generally, focus groups will examine issues from a group perspective. Individual interviews and the survey questionnaire will examine issues from the perspective of the individual's experience.

1. How does the rate of advancement for women compare with that for men? Minority women versus minority men? Minorities who are foreign born versus those born in the United States? Blacks versus Hispanics versus Asian Americans versus Native Americans? Minority officers versus non-minority officers? Minority officers versus women versus majority officers?

### **Questions for focus groups, interviews, and questionnaire.**

- How does the rate of advancement for men compare to the rate of advancement for women?
- Is there a difference in the rate of advancement of minority women and minority men?
- Is there a difference in the rate of advancement of minorities who were foreign born and minorities who were born in the United States?
- Looking at three groups, Blacks, Hispanics, and Asian Americans, is there a difference in the rate of advancement?

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- Do minority officers advance at the same rate as non-minority officers?
- Looking at three groups, minority officers, women, and majority officers, is there a difference in the rate of advancement?
- Are there any other differences in the rate of advancement of different groups of employees?
- How can advancement opportunity be improved for women and minorities at the Agency? What processes should be changed?

**Data request from Agency.**

- Records of promotions above the clerical level for at least the last 3 - 5 years. To the extent available, requested data should show equal employment opportunity (EEO) demographic statistics.
- Promotion data from Affirmative Action Plan status reports over the last 3 - 5 years.
- EEO demographic data including any information about foreign born employees for each grade level and/or occupation and/or job series.

2. Are there certain assignments that are crucial to success?

**Questions for focus groups, interviews, and questionnaire.**

- Are there certain assignments that are crucial to success? If yes, do you know what these assignments are? If no, should there be?
- How are these assignments made?
- Are these assignments available to all qualified individuals? If no, can you explain any differences that you see? If no, how could they be made available?

~~CONFIDENTIAL~~**Data request from Agency.**

- Copy of policy regarding career development in the organization, specifically relating to: whether certain assignments are crucial to career development; how assignments are determined; how individuals are selected for these assignments; the length of assignments; and who makes the assignments.
- Copy of policy statements regarding requirements for promotion to key senior and/or management positions.

**3. Are there certain training courses that are key to success?****Questions for focus groups, interviews, and questionnaire.**

- Are there certain training courses that are key to success? If yes, what are these courses? If no, should there be?
- Who is eligible to take these courses? How are participants selected?
- Are there any inequities or differences in who is selected for these courses?
- Are there any inequities or differences in how people are selected for these courses?
- If yes, how could the selection process be changed?

**Data request from Agency.**

- Copy of policy regarding career development in the organization, specifically: whether certain training courses are a part of the development plan; which courses are key to success; how individuals are selected for training; who makes the selection; etc.

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- Copy of policy statements regarding requirements for promotion to key senior and/or management positions.

4. What is the composition of career panels? What is their role and responsibility?

**Questions for focus groups, interviews, and questionnaire.**

- What is a "Career Service Panel"?
- What is the composition of the panel, or who are the panel members?
- How are panel members selected? Is this method common knowledge in the organization?
- What role does the panel play in the selection and/or promotion of individuals?
- What are the functions of the panel?

**Data request from Agency.**

- Copy of Agency policy regarding establishment, function, and operation of career service panels.  
In the absence of a written policy regarding career service panels, a knowledgeable official of the Agency can document the use and composition of the panels and selection of panel members.
- Copy of promotion policies relating to promotions in which career service panels are involved.
- Demographic data regarding composition of career service panels at all levels in the organization covering the last 3 - 5 years.

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5. Are there differences in academic backgrounds for White men and women/minorities, GS-13 and above?

**Questions for focus groups, interviews, and questionnaire.**

- Looking at three groups, minority, women, and White men, is there a difference in the academic background at the GS-13 level and above?
- Is lack of educational level seen as a barrier for women?
- Is lack of educational level seen as a barrier for minorities?

**Data request from the Agency.**

- Summary data from Agency personnel data base for GS-13 and above.
- Information concerning educational requirements for senior positions.

6. Are there glass ceilings and have they migrated over time?

**Questions for focus groups, interviews, and questionnaire:**

- Looking at the three groups, White men, women and minorities, is there a difference in the highest grade level achieved?
- How does the highest grade level reached by White men compare with minorities?
- How does the highest grade level reached by men compare with women?
- Is the highest grade level reached by minority males in 1991 the same as five years ago?
- Is the highest grade level reached by women in 1991 the same as five years ago?

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- Do different glass ceilings exist in different Directorates or different offices within a Directorate?
- Is the highest grade level reached by White men in 1991 the same as five years ago?
- How can equal opportunity for advancement be improved?

**Data Request from Agency.**

Agency employee demographic statistics from the longitudinal study. This study examines the career specialty and promotion history of employees who joined the Agency in 1980, 1985 and 1990.

**7. What derails women? Minorities? White males?****Questions for focus groups, interviews, and questionnaire.**

- What are the barriers to advancement for women?
- What are the barriers to advancement for minorities?
- What are the barriers to advancement for White men?
- Looking at the three groups, women, minorities and White men, do you see a difference in the barriers to advancement?
- Do family responsibilities create a barrier for women?
- Do women who take maternity leave create a career barrier for themselves?
- How can career barriers be removed?

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~~CONFIDENTIAL~~**Data request from Agency:**

- Results of exit interviews.
- EEO grievances stemming from promotion problems.
- Records of litigation stemming from promotion problems.

**8. How are selections made for all key senior positions and feeder positions in the sponsor's organization?****Questions for focus groups, interviews, and questionnaire.**

- What are senior and feeder positions?
- How are selections made for key positions in the organization? Are these selections made fairly? How could the selection process be improved?
- Have you ever seen a written policy outlining the criteria for selection? If yes, is it fair? Does the Agency follow the policy? How could the selection policy be improved?
- Is a career service panel involved in this process?
- Does the performance appraisal affect the selection procedure?
- How are selections made for feeder positions in your organization?

**Data request from Agency.**

- Copy of promotion policies not previously furnished in response to another request.
- Copy of performance appraisal policy, specifically as it may be used in conjunction with promotions or as prescribed in the promotion policy.

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9. For women and minorities who have succeeded in breaking the glass ceiling, what are their characteristics (personalities), what positions do they hold (staff v. line), and was a mentor an important factor? What are the common themes?

**Questions for focus groups, interviews, and questionnaire.**

- Do you know women who have broken the glass ceiling? If so, what were their characteristics?
- What positions did these women hold?
- Did these women have a mentor? If so, was this mentor an important factor in their ability to break the glass ceiling?
- Do you know minorities who have broken the glass ceiling? If so, what were their characteristics?
- What positions did these minorities hold?
- Did these minorities have a mentor? If so, was this mentor an important factor in their ability to break the glass ceiling?
- Are there common denominators that help explain why certain men and women break the glass ceiling?
- What can be done to help more women and minorities break the glass ceiling?

**Data request from Agency.**

- Personnel records of individual women and minority employees who have broken the glass ceiling.
- Data necessary to conduct a statistical "Survival Analysis" to assess factors contributing to advancement.

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10. What data are available on attrition and what are the recommendations for further study?

**Questions for focus groups, interviews, and questionnaire.**

- Do women and minorities leave the Agency at a more frequent rate than White men?
- What can the Agency do to reduce this loss of personnel?

**Data request from Agency.**

- Demographic data on attrition.
- Exit survey or interview results.

11. Are the "triple As" of accent, ancestry, and appearance barriers to advancement?, Are differences in the style of oral and written communication?

**Questions for focus groups, interviews, and questionnaire.**

- Do ethnic characteristics play a role in advancement at the Agency?
- Is there a "look," "image" or stereotype that helps a person advance at the Agency?
- How important are oral communications skills to advancement? How important are written communications skills to advancement? Is one set of skills more important than the other?
- Do women and men vary in communications styles or skills? If so, what are the differences?
- Do minorities and White men vary in communications styles or skills? If so, what are the differences?



~~CONFIDENTIAL~~**Data request from Agency.**

- Promotion statistics and employee demographic statistics not already previously furnished in response to another request.

12. Are women and minorities evaluated differently from White men?

**Questions for focus groups, interviews, and questionnaire.**

- Are there any differences in the ways women and White men are evaluated? Explain.
- Are there differences in the ways minorities and White men are evaluated? Explain.
- If there are differences in either group, do these differences affect the rate of advancement in the organization? If Yes, how are the rates affected?
- What changes could be made to overcome these differences?

**Data request to Agency:**

- Comparison of performance appraisal data and EEO demographic data.
- Data about the number and nature of complaints and grievances resulting from performance appraisals, and how such complaints were resolved.

13. Is there a perception that Hispanics are not mobile (in an Agency where mobility is "key" to advancement)?

**Questions for focus groups, interviews, and questionnaire.**

- Is mobility a key to advancement? If yes, looking at men and women, is there a difference in mobility?

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- Looking at minorities (Blacks, Hispanics and Asians), do you see a difference in their mobility in relation to White males?

**Data Request to Agency.**

- Formal career progression policy as it relates to mobility including permanent and temporary assignments.
- Clarification of question: Why were Hispanics specifically designated for this question?

14. Do women and minorities who are highly trained in a specialized field (e.g., linguistics) have an additional barrier to their getting other assignments and, hence, to advancement?

**Questions for focus groups, interviews, and questionnaire.**

- Do employees who are highly trained in a specialized field have a barrier to other assignments?
- Are women and minorities more likely than White men to be highly trained in a specific field?
- Is changing assignments a necessary step to advancement?
- Is failure to change assignments a barrier to advancement?
- Are there certain specialized fields that provide less career opportunity than others?
- Are there certain specialized fields that encourage advancement?
- How can problems of career specialization limiting advancement be solved?
- How can problems of career specialization as they relate to women and minorities be solved.

~~CONFIDENTIAL~~**Data Request to Agency.**

- Provide a list and describe positions for specialized fields.
- Demographic breakdown of promotion statistics for specialized positions for the last 3 - 5 years.

15. Does sexual harassment occur in the Agency? Has sexual harassment been responsible for anyone leaving the Agency? Have any careers been derailed by sexual harassment?

**Questions for focus groups, interviews, and questionnaires.**

- Are you aware of the issues involved in sexual harassment?
- Have you seen any incidents of sexual harassment? If yes, please explain.
- Have you heard of any incidents of sexual harassment If yes, please explain.
- Do you know of any formal complaints filed based on sexual harassment?
- Do you know the outcome of such cases?
- Have you personally experienced sexual harassment? Did it effect your career?
- What did you do about it? Did your response effect your career?
- Do you know the Agency policy regarding sexual harassment? Is it effective?
- Do you know of anyone whose career has been effected by sexual harassment?

~~CONFIDENTIAL~~**Data Request from Agency.**

- Copy of Agency policy regarding sexual harassment.
- Information about number, kind, and resolution of complaints based on sexual harassment.
- Records of training on sexual harassment; kinds of groups to which training was given, and dates of such training in the last 3 - 5 years.

16. Does ethnic harassment occur in the Agency? Has ethnic harassment been responsible for anyone leaving the Agency?  
Have any careers been derailed by ethnic harassment?

**Questions for focus groups, interviews, and questionnaires.**

- Are you aware of the issues involved in ethnic harassment?
- Have you seen any incidents of ethnic harassment? If yes, please explain.
- Have you heard of any incidents of ethnic harassment If yes, please explain.
- Do you know of any formal complaints filed based on ethnic harassment?
- Do you know the outcome of such cases?
- Have you personally experienced ethnic harassment? Did it effect your career?
- What did you do about it? Did your response effect your career?
- Is there a policy against ethnic harassment?
- Do you know what the Agency policy is? If yes, is it effective?

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- Do you know of anyone whose career has been effected by ethnic harassment?

**Data Request from Agency.**

- Copy of Agency policy against ethnic harassment.
- Information about number, kind, and resolution of complaints based on ethnic harassment.
- Records of training on ethnic harassment; kinds of groups to which training was given, and dates of such training in the last 3 - 5 years.

17. Does the Agency have an effective employee grievance system? Is there some place for a troubled employee to go for help? What types of issues have led to filing grievances? How are these complaints processed?

**Questions for focus groups, interviews, and questionnaires.**

- If you had a problem in relation to your career or working at the Agency, who would you go to for help?
- Do you trust this grievance system to handle complaints fairly?
- Is the EEO program well supported at the Agency?
- Are problems handled in a competent manner at the Agency?

**Data request from Agency.**

- Copies of formal employee relations programs.
- Records of filed grievances and observations/interviews of the personnel involved.

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18. What is the extent of White male backlash concerning affirmative action programs or other efforts to assimilate women and minorities into the Agency?

**Questions for focus groups, interviews, and questionnaires.**

- How do you think White males feel about the attention being given to the assimilation of women and minorities at the Agency?
- What have you observed as the White male reaction to affirmative action programs?
- What issues do you think affirmative action raises for White males?

**Questions for interviews and focus groups composed of White males.**

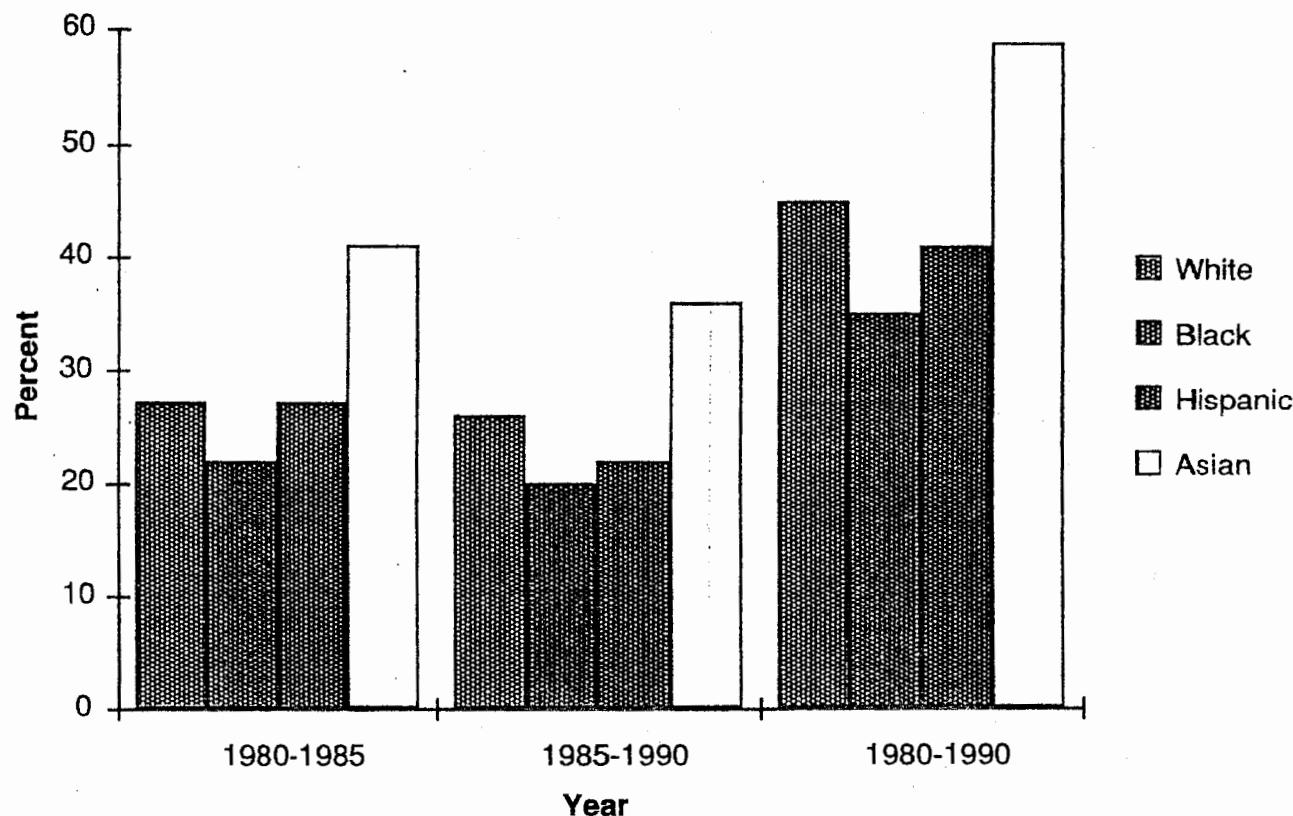
- What do you think about the attention being given to the assimilation of women and minorities at the Agency?
- What have you observed as the reaction of other White males to affirmative action programs?
- What is your reaction to affirmative action programs?
- What issues does affirmative action raise for you?

**Data Request from the Agency:**

- Reports or records of any incidents or grievances concerning reactions of White males to the assimilation of women or minorities at the Agency.

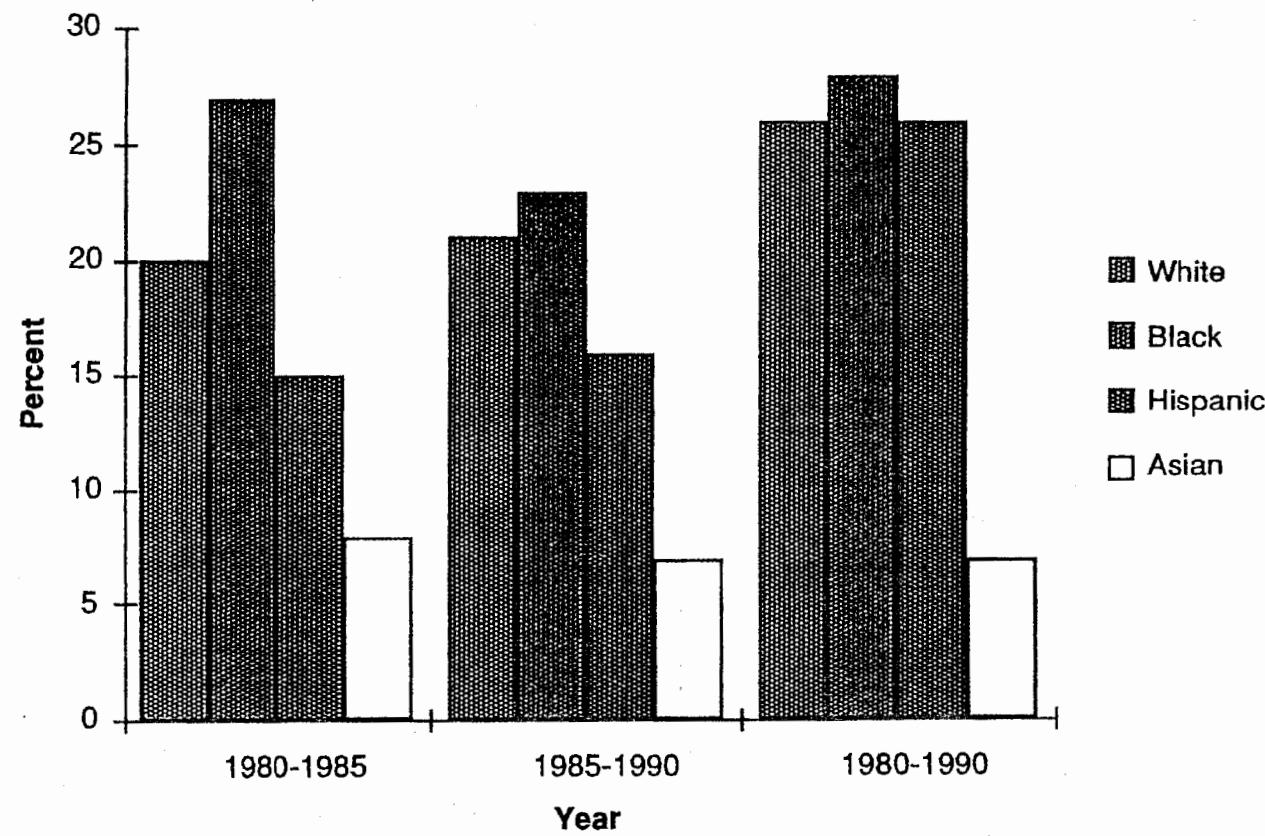
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## Attrition Rates by Race: 5 Year and 10 Year (as of September 1990)



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## Mobility Rates by Race: 5 Year and 10 Year (as of September 1990)



## **"GLASS PARTITION" AND ATTRITION**

### **--SOME GENERALIZATIONS--**

- ASIANS, MORE THAN OTHER GROUPS, FEEL A STRONG SENSE OF LOYALTY TO THE IMMEDIATE COMPONENT, AND LITTLE OR NONE TO THE DIRECTORATE OR AGENCY.
- WHEN FACED WITH PROBLEMS AT WORK, ASIANS WOULD RATHER ENDURE ("EAT BITTER") THAN LOOK AROUND FOR A BETTER MATCH.
- IF THINGS BECOME INTOLERABLE, ASIANS ARE LIKELY TO LEAVE THE AGENCY RATHER THAN SWITCH COMPONENTS.

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11. **Mobility continued:**

*"Mobility is supported by a network for Whites. Blacks are more 'out of pocket' because of no network support."*

12. **Career Specialization:** Focus groups were asked questions about the effect on career success of becoming highly trained in a specialized field. Focus groups were also asked whether women or minorities were more likely to be trained than White men.

Overall, 82% of focus groups perceived that career specialization causes a barrier to other assignments. Black women and Black men reported the largest differing opinion. Forty-four percent of Black groups saw career specialization as not being a barrier to other assignments. A number of White male focus group participants said that career specialization was a personal choice, where an employee chose to continue doing what he/she liked.

Just over 75% of focus groups did not perceive that women or minorities were more likely to have specialized training than White men. White women, Black men and Black women were more likely to view career specialization as occurring with women and minorities. A participant in a White female group said, "Specialization is used to rationalize decisions that have already been made based on some other criteria, like gender."

13. **Harassment:** Groups were asked about their perceptions concerning harassment and its effects on career success for the different racial/ethnic, gender, and career service groups.

Virtually all focus groups reported that racial/ethnic and sexual harassment occurs on a frequent basis at the Agency. White men were more likely to feel harassed due to allegations made against them by women or minorities as a way to manipulate the system (for example, to get a good assignment or to have a PAR changed.) Women and minorities reported the most common type of harassment was to create a hostile working environment via insensitive or derogatory comments, jokes, signs, and posters.

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~~CONFIDENTIAL~~**13. Harassment continued:**

The table below lists the types of harassment most commonly noted and the percentage of focus groups that mentioned each type of harassment.

**Types of Harassment**

Verbal remarks/slurs (racial/ethnic or sexual)	41%
Jokes (racial/ethnic or sexual)	41%
Quid Pro Quo (sexual harassment)	13%
Signs/Posters/Pictures, etc.	13%
Physical (sexual)	13%
Sex talk	11%
Leering	9%
Complaints filed on <u>us</u>	5% (37% of White Men)

**Most common perceived result of harassment**

Harasser remained at Agency but reputation and career potential damaged	15%
Victim left the Agency	13%
Harasser left the Agency	9%

**Anecdotes:****White men:**

*"It is impossible to get rid of sexual harassment because men and women working together spells jokes and other sexual talk."*

~~CONFIDENTIAL~~**13. Harassment continued:**

*"Yes, I know of a woman analyst that had to change offices because her supervisor was bothering her. She spoke to him about his behavior and he didn't stop with the jokes and comments. She complained to upper management but got no results. When another opportunity came up she took it. Now she is much happier in her new office. People treat her professionally."*

**White women:**

*"In the case of severe sexual harassment, it is more effective to just knock his teeth out than to go to EEO. Everyone will respect you more, and you won't be a trouble maker."*

*"I know a man who was being sexually harassed by a woman. He didn't go to EEO; it would have killed his career."*

*"It's also a risk to go to the Inspector General (IG) because you don't know when you will find yourself working for someone from the IG on some future project."*

*"Everyone mistrusts everyone else. You're really blocked off if you are having an harassment problem. You don't want to go over the head of your manager, but nobody really trusts their manager."*

**14. Complaint System:** Employees were asked their perceptions concerning the complaint/grievance system. Specifically, they were asked to describe what they would do if they had a problem in their career, to describe the acceptability of complaining and, to describe the Agency's support for the EEO program.

~~CONFIDENTIAL~~**14. Complaint System continued:**

Virtually all focus groups reported that the complaint system at the Agency is not usable. In the Agency's culture it is not viewed as acceptable to complain. If an employee does complain, there is a perception that no real help is available. The complaint system is not known for its confidentiality, and there is a strong perception of career-ending retribution.

**Anecdotes:****White men:**

*"No, well maybe, but not much. You are dead if you have a complaint filed on you. It hasn't happened to us, but some women manipulate the system via EEO complaints to get what they want. If you are accused, you are automatically guilty."*

*"Yes, some of our friends have had complaints filed on them...In fact I have a complaint filed against me right now. It's been sitting somewhere in EEO since February 1991. I don't know what is going to happen."*

**White women:**

*"A woman went to a career development counselor to complain. The man who was harassing her was removed, but the woman was hurt in her career. She was told she didn't have the 'interpersonal skills' to get ahead and is now viewed as a troublemaker."*

**Black men:**

*"The complaint system doesn't work. I would never use it unless I had enough to win big and retire. It is much better to confront the individuals concerned."*

~~CONFIDENTIAL~~14. Complaint System continued:**Asians:**

*"Asians will not file a grievance with EEO for fear of being labeled as trouble-makers. The process is seen as too long and they would look for another job instead."*

15. White Male Backlash: Groups were asked to discuss their perceptions concerning how White men feel and are reacting toward the attention being given to the assimilation of women and minorities at the Agency.

Overall 83% of the focus groups reported the perception that White men feel threatened, and 40% of the focus groups perceived White men as angry about the attention being given to the assimilation of women and minorities. Four percent of the groups (particularly White and Black men) perceived strong support for the assimilation of women and minorities by White men. Thirteen percent of the groups including White men, White women, and Asians perceived moderate support from White men for assimilation of women and minorities. Seventy-nine percent of focus groups viewed the White male reaction to affirmative action programs as threatened and afraid, while 20% of the groups perceived White men as angry about affirmative action. White men saw themselves as accepting and threatened, and only slightly angry.

**White men:**

*"You should be real careful about this study. The visibility it will create will create barriers. Increased competition will be exacerbated by the typical 'ham-fisted' political approach used by Agency leadership to deal with these problems. This study will very likely cause the pendulum to swing too far in the wrong direction."*

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*"It is strongly perceived that this attention will cost White men assignment and promotion opportunities."*

*"Minorities and women compete with one another for limited resources."*

*"When was the last time we ever did anything for White men?"*

*"Is this report credible? This is a cooked-up job! We need a union here. No one is concerned about operations."*

*"Men are positive about EEO and affirmative action at the entry level. However, at higher levels everyone feels that women and minorities are chosen for the wrong reasons at times."*

*"People are looking for quick fixes. That puts everyone under a strain."*

**White women:**

*"White men are angry. They feel persecuted. They see themselves as the biggest minority group. They think the reason White men are successful is because they deserve it."*

*"White men are scared to death about women and minorities. They feel like a minority group themselves. They are trying to decide if they want a woman boss."*

*"I haven't seen any study that shows why we should be concerning ourselves with diversity. We are going overboard. What's going to happen if we don't do this?"*

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15. White male backlash continued:

**Black men:**

*"If you put a 9-inch knife in a person's back and pull it out 3 inches, you are making progress."*

**Asians:**

*"One Asian woman experienced several sexual invitations from her manager."*

16. Recommendations To Make The Agency Better: Employees were asked to make recommendations to improve working conditions and career opportunity at the Agency.

The following recommendations were solicited at the end of each focus group. An open-ended request was made for ideas about how to make the Agency a better place to work, how to solve the issues raised by earlier discussion, and how to better empower the employees to accomplish the mission. The following ideas were suggested. The percentages indicate the number of groups that made the suggestion.

~~CONFIDENTIAL~~**Recommendations:**

Management training for <u>potential</u> managers	22%
Management accountability for development of subordinates	22%
Make system more accommodating	18%
More feedback	15%
Change policies - standardize rules	13%
Action - not discussion	13%
Recruit more minorities	11%
Multicultural program	11%
Get rid of old guard management	11%
Follow through on this report	9%
Change PAR System - too inflated	9%
Less subjectivity	9%

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DATE: APR 2006

**APPENDIX F:**  
**Observations from Surveys**

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## OBSERVATIONS FROM SURVEY

Survey results generally paralleled focus group responses. The following analysis of survey responses focuses upon the perceived keys to advancement. These keys include:

- o Qualities for advancement and promotion.
- o Importance of assignments and the relative fairness with which they are distributed.
- o The fairness of career panels as a mechanism for determining advancement.
- o Performance appraisals, feedback, recognition.
- o Importance of training and how people are selected for training courses.
- o Racial and sexual harassment.

It is important to note that the survey contained a number of items relating to the degree of "empowerment" employees feel. For purposes of this report, "empowerment" refers to the perception of control over one's assignments, promotions, and career. Responses to these items should be interpreted cautiously.

A large proportion of focus group participants indicated to the consultants that they felt it was their responsibility to work with Agency management in guiding and developing their careers. They strongly supported the notion, however, that they are not partners with the Agency in their own development. They indicated that the subjectivity of the promotion criteria at the Agency denied them the ability to chart an appropriate career path in many instances. Responses to survey items regarding empowerment, therefore, should not be interpreted to mean that a particular group is less likely to be proactive in guiding their career path. Rather, the questions are simply intended to determine how employees perceive their level of control over their career advancement, and cannot be used to support inferences as to how employees act.

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### Perceived Keys to Advancement

#### 1. Qualities for Advancement and Promotion

Most survey respondents were consistent in their assessment of qualities necessary for promotion at the Agency. TABLE 9, page F.2/T9, shows a breakdown of qualities by race and gender of employees GS-7 through GS-15. Overall, most of the qualities listed were seen as desirable by a majority of respondents irrespective of their race or gender.

Most groups believed that knowing the subject area well was the most important quality. In addition, doing the job well was ranked as one of the most important personal characteristics. Asian males were the most likely to cite this as an important characteristic. Working hard was also cited as being critical by all groups, although less so by White males and Blacks.

Besides the performance-related factors just discussed, many employees thought that other factors were almost as important, such as having ambition, having a well-written PAR, "playing the game," and support from one's supervisor during the promotion process. Having a well-written PAR was viewed as particularly important by all the women, while "playing the game" seemed particularly important to Black and Hispanic women (and particularly unimportant to Asian men). Having a mentor was not seen as critical for advancement by many respondents in any group.

SIS officers held a slightly different view of the qualities needed for successful advancement (TABLE 10, page F.2/T10). Performance related factors such as knowing the subject area, working hard, being intelligent, and doing the job well were seen as being necessary by a larger percentage of SIS than people in GS-7 through GS-15. Both written and oral communication skills were also viewed as critical by the SIS. SIS officers viewed factors such as "playing the game" and supervisor support as being less important (except for White female SIS officers, who felt that working long hours and supervisor support were critical). The minority SIS officers held opinions similar to the White male SIS officers.

When respondents in GS-7 through GS-15 were asked how satisfied they were with their control over their career(s), Black and Hispanic women and Native Americans felt they had the least control (TABLE 9). Blacks generally felt they had less control than Whites, and Black females felt they had slightly less control than did Black males. Asian females reported less control than Asian males, and Hispanic females were almost twice as likely as Hispanic males to report dissatisfaction with their degree of control over their careers.

Survey respondents were also asked to express their degree of satisfaction with the amount of help they have received from management or through the Agency's

TABLE 9

SURVEY DATA GS7-15  
AIDS FOR ADVANCEMENT

% RESPONDENTS VIEWING AS NECESSARY:	WHITES		BLACKS		HISP.		ASIANS		NAT.AM	
	M	F	M	F	M	F	M	F	M	F
Knowing subject area well	63	77	70	67	79	73	70	66	44	
Working full-time	65	71	52	52	81	70	80	61	44	
Working long hours	20	28	20	23	33	45	20	24	11	
Working hard	42	61	49	48	63	61	57	59	44	
Having ambition	42	52	46	54	60	61	50	51	33	
Being intelligent	41	49	45	53	49	39	47	46	44	
Doing job well	51	64	61	71	65	58	76	54	67	
Having well-written PAR	47	64	55	73	67	70	55	71	44	
Personal recommendation	20	20	31	28	26	18	10	28	33	
Having a mentor	15	17	14	21	21	27	7	12	22	
Playing the game	52	41	51	59	53	64	30	50	67	
Manager/Supervisor support	56	53	54	58	49	52	31	59	56	
% RESPONDENTS WHO FELT:										
Dissatisfied w/control over career	38	39	45	49	35	61	33	38	56	
Dissatisfied w/management career help	38	42	39	52	35	55	26	32	44	
Dissatisfied w/current office's career deve. system	44	49	31	49	35	58	30	33	56	
Not enough career assistance from supervisor	56	59	62	65	56	55	43	61	100	
% RESPONDENTS WITH MENTOR:	14	21	21	30	14	27	30	24	22	

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**TABLE 10**  
**SURVEY DATA SIS**  
**AIDS FOR ADVANCEMENT**

% RESPONDENTS VIEWING AS NECESSARY:	WHITES		MINORITIES
	M	F	
Knowing subject area well	82	73	92
Working full time	80	80	83
Working long hours	37	67	42
Working hard	72	78	83
Having ambition	52	68	58
Being intelligent	72	78	83
Doing job well	85	82	92
Having a mentor	7	4	17
Playing the game	28	58	17
Manager/supervisor support	57	73	58
% RESPONDENTS WITH:			
Inter-personal skills	89	100	92
Writing skills	87	100	83
Briefing skills	83	96	83

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career development system. Here there are distinct differences, primarily according to race and gender. Black, Asian, and Hispanic females, as well as Native Americans, are more dissatisfied with the assistance they have received than males in their respective racial/ethnic categories. White males are just as likely to express dissatisfaction as Black and Hispanic males. Asian males reported a lesser degree of dissatisfaction, although 30 percent were dissatisfied.

Only about one-fourth of these respondents had mentors. Black females and Asian males were more likely to report having a mentor. (Table 9)

These data support the following findings:

1. SIS officers view performance-related factors as being necessary for advancement.
2. Respondents in GS-7 through GS-15 view factors such as "playing the game" as being important for success (much more so than the SIS). Women SIS officers also view these factors as being somewhat important.
3. Women were more likely than men to view having a well-written PAR as a critical factor for success.
4. Asian men were least likely to view "non-performance" factors as being important.
5. Minority women seem least satisfied with the degree of support they receive from the Agency in developing their careers.
6. Asian men are the least dissatisfied with support received in career development, but almost one-third (30 percent) were dissatisfied.

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## 2. Importance and Fairness of Assignments

Although respondents believed assignments were critical to career advancement, certain assignments were perceived as more important than others. Survey data indicate that "supervisory" assignments are clearly viewed as the most desirable, followed by "special projects" and then by "overseas" assignments (TABLE 12, page F.4/T12). There are few stark differences with respect to race or gender in these preferences, with the exception of the difference in the perceived importance of special projects between Asian males and Asian females. Seventy-nine percent of Asian females viewed special projects as important, while only 27 percent of Asian males gave the same response. SIS officers concurred with these views, with the one exception being that the White female and minority officers viewed a rotation to another office as being important (TABLE 13, page F.4/T13).

Since being assigned to a supervisory position was deemed to be so important for advancement at the Agency, it is important to examine who actually becomes a supervisor and who wants to become a supervisor (TABLE 12). Almost half of the White males in the sample are in a supervisory position (43 percent), while about one-third of White females, Black males, and Black females are supervisors (30-32 percent). In each racial/ethnic group, the percentage of female supervisors was lower than the percentage of male supervisors. The lowest percentage of supervisors is found among the Asians, especially the females (only 14 percent), although over two-thirds of all Asians were likely to aspire to supervisory assignments (66 - 68 percent). Seventy-four percent of Asian males and 77 percent of Asian females indicated that supervisory assignments were very important in career advancement. Data also indicate differences by nativity. For example, 87 percent of U.S.-born Asians report that they aspire to be a supervisor, while 51 percent of foreign-born Asians have the same aspiration. At the same time, only 7 percent of foreign-born Asians reported that they are a supervisor, compared to 29 percent of U.S.-born Asians giving the same response.

Most respondents indicated an interest in becoming a supervisor. Once again, the White females, Black males, and Black females all had about the same rate of interest (about 74 percent), with the Native Americans, White males and Hispanic males having higher aspirations. The Hispanic females (88 percent of them want to become a supervisor) had one of the lowest percentages of actual supervisors (only 21 percent).

One of the more important aspects of assignments for employees was the issue of how they are distributed. TABLE 12 shows qualities employees in GS-7 through GS-15 think are important in receiving assignments. Here, White males rated "good performance" low (48 percent for White males, second only to Hispanic females at 45 percent, and only slightly below Asian females at 51 percent). White females, Black males and females, Asian males, Hispanic males, and Native Americans all

TABLE 12  
**SURVEY DATA GS7-15**  
**ASSIGNMENTS**

% RESPONDENTS THAT FELT:	WHITES		BLACKS		HISP.		ASIANS		NAT.AM	
	M	F	M	F	M	F	M	F	M	F
Little/no control over assignments	38	49	49	55	37	48	40	45	89	
Overseas PCS imp. & applicable	35	33	36	34	48	41	45	41	50	
TDY important & applicable	34	23	23	14	29	30	30	39	25	
Special project important	41	45	46	41	45	47	27	79	44	
Supervisory position important	75	80	78	73	70	86	74	77	78	
More qual. than person selected	49	38	49	48	42	33	40	33	56	
% RESPONDENTS THAT FELT NECESSARY TO GET ASSIGNMENTS:										
Good performance	48	60	65	69	56	45	67	51	67	
Potential	28	38	39	51	37	30	40	44	67	
Personal recommendation	35	30	31	45	28	36	27	79	56	
Politics	33	34	42	49	30	52	23	43	44	
% RESPONDENTS:										
In supervisory position	43	32	32	30	28	21	20	14	22	
Aspiring to be supervisor	80	74	74	72	81	88	66	68	78	
Never asked for assignment	25	28	25	33	23	45	47	31	11	
Dissatisfied w/PCS opportunities	33	42	44	55	49	47	30	25	57	

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TABLE 13

## **SURVEY DATA SIS ASSIGNMENTS**

% RESPONDENTS THAT FELT:	WHITES		MINORITIES
	M	F	
Rotation to another office important	24	39	42
Supervisory position important	83	98	100
% RESPONDENTS FELT NECESSARY TO GET ASSIGNMENTS:			
Good performance	74	76	83
Potential	37	56	42
Personal recommendation	17	38	33
Politics	7	33	8

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believed a record of good performance was more important. White males rated "potential" even lower at 28 percent, and rated this item lower than any other group. Interestingly, White, Black, and Asian females tended to believe this item was more important than did males within the same racial/ethnic groups, and Native Americans rated it highest at 67 percent.

Women were more likely than men to believe "politics" was an important factor in determining assignments, with the strongest opinions coming from Black, Asian, and Hispanic females. Asian males were least likely to believe assignments were determined by politics, and emphasized performance more than any other factor.

SIS respondents viewed good performance as being overwhelmingly the most important criterion for receiving assignments (TABLE 13, page F.4/T13). The White female SIS officers viewed "potential" as being more important than any other group, while the White male SIS officers viewed "personal recommendation" and "politics" as far less important than any other group. Minority SIS also viewed "politics" as being extremely unimportant.

Respondents were also asked how much control they felt they had over the types of assignments they receive (TABLE 12, page F.4/T12). On this question, Native Americans felt they had the least control (89 percent), while women in all racial/ethnic categories were more likely to indicate "little or no control" than men in the same categories. Hispanic males felt most empowered (37 percent), and were closely followed by White males (38 percent), and Asian males (40 percent).

When asked if there had ever been an instance when a person less qualified than themselves was selected for an assignment they were being considered for, males in all categories were more likely to respond affirmatively. Black and White males responded "yes" at the same rate (49 percent), while Hispanic men and Native Americans responded at 42 percent and 56 percent respectively. Native Americans feel a greater sense of being "passed over" for assignments than any other group. By a 10 percent margin, Black women were more likely than White women to express the sense of being "passed over." Asian males were the least likely of all categories of males to assert they had been "passed over," but 40 percent indicated it had happened.

Findings to be drawn from survey responses regarding the importance of assignments and fairness of distribution are as follows:

1. White males and Hispanic females in GS-7 through GS-15 are least likely to believe assignments are awarded on the basis of performance or potential.

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2. Women in all racial/ethnic categories are more likely than men to express the opinion that politics are a major factor in how assignments are distributed.
3. SIS officers universally view "good performance" as extremely important in receiving assignments. White female SIS view "potential" as being quite unimportant.
4. Minority females and Black males feel little control over the distribution of assignments, while Native Americans strongly indicate the feeling of little control over the distribution of assignments.
5. Males of all racial/ethnic categories are more likely than their female counterparts to believe they were "passed over" for an assignment for a less qualified person.
5. Asian males were least likely to indicate that politics plays an important role in getting assignments, although almost one-quarter (23 percent) indicated politics were important.

### **3. Fairness of Career Panels and Opportunities for Promotion**

In the minds of employees, the subject of career panels was, for obvious reasons, closely tied to the issue of promotions and career advancement. Responses for employees, in GS-7 through GS-15, to questions regarding career panels and promotions are shown in TABLE 14, page F.6/T14.

Asian males were most likely to report that career panels are fair (30 percent), followed by White males (29 percent) and White females (28 percent). Only 7 percent of Black females thought career panels were fair.

Asian males were also most likely to believe that their promotion rate was satisfactory (i.e. similar to their peers), while Asian females were much more likely than Asian males to indicate their promotion rate was slower than their peers. However, a much higher percentage of Asian males than any other group indicated they had had no promotion since EOD. Overall, Blacks, Hispanics, Native Americans, and Asian females reported promotion rates that were slower than their peers. White males and females, Hispanic males, and Asian males appeared less dissatisfied than Blacks, Hispanic females, and Asian females.

TABLE 14  
**SURVEY DATA GS7-15  
PROMOTION AND CAREER PANELS**

% RESPONDENTS THAT FELT:	WHITES		BLACKS		HISP.		ASIANS		NAT.AM
	M	F	M	F	M	F	M	F	
Little/no control over prom.	48	43	58	59	49	70	27	48	78
Little/no control over CAT	49	57	52	57	44	64	30	41	89
Career panel system fair	29	28	25	7	12	18	30	26	11
Career panel system favors specific group	16	16	41	43	16	18	13	12	33
Dissatisfied w/career promotion rate	35	35	53	59	35	39	23	43	78
Dissatisfied w/prom. chances of current job	47	38	49	57	35	45	14	36	78
Pro. rate comparable to peers	43	44	17	28	40	38	50	32	22
Pro. rate slower than peers	38	36	68	54	37	47	20*	51	44
EOD grade lower than appropriate	24	43	49	38	42	38	20	46	56

\* 20% of this group has had no promotion since EOD, a much higher percentage than the other groups (e.g., only 3% of whites has had no promotion since EOD).

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Blacks and Native Americans were clearly the most dissatisfied with their promotion rate and current promotion chances, particularly the Black women. White men and Hispanic women were more dissatisfied with their current promotion chances than their career promotion rates.

Satisfaction with promotion rates among Asians also differed by nativity, with 52 percent of U.S.-born Asians indicating their promotion rate was "O.K.," but only 30 percent of foreign-born Asians giving the same response. Similarly, 53 percent of foreign-born Asians indicated their promotion rates were slower than their peers, while 19 percent of U.S.-born Asians gave the same response. Foreign-born Asians were almost twice as likely as U.S.-born Asians to indicate they were dissatisfied with their promotion rates (44 percent and 23 percent, respectively).

White SIS respondents were much more satisfied with their promotion rate (TABLE 11, page F.7/T11). Less than 10% of them were dissatisfied with their career promotion rates and about half felt their promotion rates had been comparable to their peers (with 33% of White male SIS officers believing they had advanced faster than their peers). While the minority officers felt the career panel system was fair, they also felt more dissatisfied with their own promotion rates.

When asked how much control they felt they had over their chances for promotion, Blacks, Asian females, Hispanic females, and Native Americans felt the least control (TABLE 14, page F.6/T14). As was the case with control over assignments, Native Americans felt the least control of all groups, at 78 percent, as shown in TABLE 14.

Findings which can be drawn are:

1. Asian males were more likely to view career panels as fair, although many of them had no opinion on the issue.
2. Asian males are the least dissatisfied with their promotion rates, although only half feel their rate is comparable to their peers. Also, clear differences in perceptions of promotion rate exist by nativity.
3. Blacks, Hispanics, Native Americans, and Asian females were more likely than Whites to view their promotion rates as being slower than their peers.

**TABLE 11**  
**SURVEY DATA SIS**  
**SATISFACTION WITH ADVANCEMENT**

% RESPONDENTS WHO FELT:	WHITES		MINORITIES
	M	F	
Career panel system fair	72	62	75
Dissatisfied w/career promotion rate	9	7	25
Dissatisfied w/management career help	13	11	25
Promotion rate comparable to peers	48	52	33
Promotion rate faster than peers	33	18	25
Promotion rate slower than peers	15	23	33

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## **"GLASS PARTITIONS" AND CAREER DEVELOPMENT**

### **--SOME MORE GENERALIZATIONS--**

- ASIANS LESS LIKELY TO "BROADEN" (MOVE AROUND) WITHOUT SPECIFIC ENCOURAGEMENT FROM SUPERIORS.
- GIVEN TYPICAL WORK ETHIC, ASIANS LIKELY TO FEEL GUILTY ABOUT "NETWORKING" WITH OTHER ASIANS TO LEARN ABOUT JOB OPENINGS.
- "SPECIALISTS" (LINGUISTS, ENGINEERS) HESITANT IN SEEKING OUT KINDRED SOULS (OTE, FBIS, DO LINGUISTS AND DA, DS&T, DI ASIAN ENGINEERS).

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**NET RESULT: FEELING OF ISOLATION**

## **OPENING DOORS IN THE "GLASS PARTITION"**

### **--THREE (MODEST) SUGGESTIONS--**

1. STRESS LOYALTY TO THE ENTIRE AGENCY (IT'S OK TO MOVE AROUND) .
2. ENCOURAGE "NETWORKING" WITH OTHER ASIANS (IT'S OK TO PARTICIPATE IN OCCASIONAL "BROWN BAGS") .
3. ENCOURAGE SENIOR ASIANS TO BECOME AVAILABLE AS "MENTORS" (TO OTHER ASIANS) AND AS "RESOURCE PERSONS" (FOR MANAGERS OF ASIAN EMPLOYEES) .